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# NATIONAL MUNICIPAL REVIEW

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► Manager Adoptions Pass 1,500

— Editorial

► City Fathers Want More

League Gets Grant  
for State Study

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# National Municipal Review

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## News of the League

# League Gets Grant for State Study

The Ford Foundation has made a grant of \$150,000 to the National Municipal League for the preparation of a series of publications designed to inform citizens and officials about the problems of modernizing state constitutions and to provide practical guides for the conduct of constitutional conventions. This program will extend over a period of approximately three years.

Two publications planned to contribute specifically to education of citizens concerning revision or amendment of their state constitutions are: a monograph on the historical background and future role of the states which will deal with the implications of growth and change for state constitutions and governments and a report on the salient issues of constitutional revision which will analyze the common areas of dissatisfaction with state constitutions and the alternative remedies and the obstacles to change.

Two manuals are planned as practical guides to the conduct of constitutional conventions: an administrative manual and a manual for convention delegates comparable to the League's *Guide for Charter Commissions*.

The program also provides for the preparation of an extensive revision of the *Model State Constitution*. The original edition was prepared in 1921 and the most recent revision in 1948.

A parallel program of legal studies of state constitutions, also financed by a Ford Foundation grant, will be conducted by the Legislative Drafting Research Fund of Columbia University. This includes a new index digest of state constitutions and aids for constitutional draftsmen. Close liaison will be

maintained between the League and Columbia programs.

## Russell Forbes Dies

Russell Forbes, the National Municipal League's executive secretary from 1928 to 1933, died suddenly June 18, at the age of 61, in San Francisco, where he was associated with Louis J. Kroeger and Associates, government management consultants.



He served, 1926 to 1931, as secretary-treasurer of the new Governmental Research Association and from 1927 until 1933 managed the League's department, the Municipal Administration Service, now the independent Public Administration Service.

As secretary of the League, he mobilized various volunteer committees to develop the League's programs and educational efforts.

In 1934 Fiorella LaGuardia became mayor of New York and selected Forbes as commissioner of purchase, displacing the existing ineffective conferences of 136 departmental purchasing officers. He was credited with eliminating many millions of dollars in waste and graft by establishment of sound procedures.

His subsequent business career was interspersed with periods of service in the purchasing problems of the federal government for both Hoover commissions and in the creation of the General Services Administration in which he was deputy administrator from 1949 to 1953.

## Portrait, Rug Added to Library

The Murray Seasongood Library on the second floor of the League's building has been enhanced by the addition of an oil portrait of Mr. Seasongood and an oriental rug.

Both were gifts to the League from Mr. and Mrs. Seasongood.

The portrait, done by the distinguished portrait painter, Fritz Werner, who has painted the portraits of many famous people, has been placed over the fireplace in the library.

The rug, a Sarouk, lies on the parquet floor in front of the fireplace.

The library, occupying a high-ceilinged room more than twenty feet square and an alcove, was named in honor of Murray Seasongood shortly after the League moved into its building in the spring of 1955, in recognition of his many contributions to the improvement of the conduct of public affairs and his service to the League.

Mr. Seasongood, who served as League president from 1931 to 1934 and is a life member of the organization's governing Council, was the first "reform" mayor of Cincinnati under that city's present charter.

In addition to its collection of books,

publications of hundreds of civic organizations and other materials, the library eventually will contain the complete works of Mr. Seasongood, who has written and lectured extensively for more than half a century.

Writers, scholars, researchers and visitors from many countries constantly use the library.

## Rhode Island Gets Some Good Advice

Rhode Island, whose political and governmental problems often seem large in inverse proportion to its size, received a lot of advice in recent weeks from two members of the League's staff.



Allen H. Seed, Jr.



Richard S. Childs

Speaking before the state's League of Women Voters, Richard S. Childs, who in addition to being chairman of the National Municipal League's executive committee has been an unpaid member of the staff for the last ten years, suggested improvements including:

For municipalities, nonpartisan local elections with the council-manager form of government and power to look after their own affairs; for the state govern-

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## Editorial Comment

### Manager Plan Adoptions Pass 1,500

**T**HE council-manager plan has been adopted by 1,503 communities. Dade County, Florida, (495,000 population) of which Miami is the county seat, is the largest unit adopting the plan recently.<sup>1</sup> It is easy to be casual about a statistic such as this, overlooking the phenomenal change in local government that is reflected. There were no council-manager cities in 1910. Growth of the plan was relatively slow over the three succeeding decades but by 1940 there had been 526 adoptions. Since that date the tempo of adoptions has picked up, 1,003 by November 1950, and now the 1,500 mark has been passed. The number of communities turning to the manager form in the last six and a half years is about equal to the number over the first 30 years.

<sup>1</sup> See the REVIEW, May 1957, page 305.

Reasons for growth of the manager plan are not difficult to find. First, it is the best method yet devised to carry out local government activities in a democracy. Citizen interest and enthusiasm are engendered by the plan that has brought almost miraculous improvement in the government of hundreds of communities. Scandal and revealed corruption seldom spark the swing to manager government these days. Instead, a less spectacular incentive predominates — the demand for a professional government administrator to guide the local government in providing services in an effective, businesslike fashion. Many communities have learned the hard way that the election of transient, amateur administrators results in government that sometimes is colorful, frequently costly, rarely competent.

### There Is No Shortcut

**EDITOR'S NOTE.** The following guest editorial, written by OXIE REICHLER, editor of *The Herald Statesman*, Yonkers, New York, originally appeared in that newspaper on May 25, 1957, and is reproduced by permission.

**C**IVIC responsibility is the only road to good government; there is no shortcut. But it means getting into politics, and that's generally regarded among dilettantes in government as a "dirty business."

Yonkers' municipal government has not lacked for criticism, some of it entirely justified, for the way it conducts its affairs. Actually the form of that government comes close

to being a model of modern, efficient administration. The complaints are—or should rightly be—directed at the individuals which populate the form. More specifically, the justifiable criticism is of the political parties which manipulate the model and mold it to suit the goals of power, pride and patronage.

From time to time there have been crafty attempts to alter the framework of good government. Most of these moves have failed, largely through the policy of this newspaper to alert citizens when the basic principles are threatened.

It is significant that there has appeared to be agreement between the two political parties in many of these threats. It was the combined effort of both parties which cast aside citywide election of councilmen. There was a unanimous vote of the common council when the councilmen raised their own pay. And during election campaigns there is a perennial sweeping-under-the-carpet of possible campaign issues, leaving nothing but popularity contests to tempt the voters to turn out.

That 1957 will be no holiday from political corkscrewing has already become apparent.

That these attempts to distort representational government sometimes succeed—and are even undertaken—is a reflection on the degree of civic responsibility shown by the electorate. The tendency is to snort that Yonkers' officialdom is "hopelessly inept"—and then to sulk or band together in a civic association to do energy-wasting battle with city hall.

We say energy-wasting, because these neighborhood vigilante committees, however right they may be in their protests against flaws in various city services, are attacking the symptoms of ineptness in gov-

ernment rather than striking at the cause. Slapping a mosquito does nothing to eradicate all those that are breeding down in the swamp. A victory gained seems to be the signal for another battle to start.

Militant civic associations are an indication that the public has lost confidence in its government. But unless individual members of the community also demonstrate civic responsibility by taking a prescribed part in local affairs, such lack of confidence does nothing but broaden the gap between government and the governed.

It is time to register, to enroll in a party, to vote. It is time to see what a political club looks like, how a ward leader and a city committee operate, and how citizens interested in more than political plums can make their influence felt. The first question a politician asks when presented by an issue is, "How many votes do they control?" When independent citizens control the votes they get what they want, not before.

This municipal election year seems as good a time as any for us all to stop taking municipal government for granted and to regard ourselves as part of, rather than victims of, it.

### How's That Again?

It has never been possible to make a dependable list of the things which opponents of the council-manager plan dream up in the course of local debates, but the following from a town in Rhode Island is different from the general run:

"Mayor . . . held that the manager form is more expensive because, with his specialized training, he [the manager] will spot things that need to be done that townspeople have overlooked or didn't recognize as in need of improvement or correction."

# One House for 20 Years

Nebraska's extensive experience with nonpartisan unicameral legislature indicates it's here to stay.

By JACK W. RODGERS\*

NEBRASKA has completed two decades of experience with its nonpartisan unicameral legislature, an experience which includes ten regular and six special sessions. The eleventh regular session convened January 1, 1957, adjourning in June. During these twenty years nonpartisan unicameral law-making has been put to a severe test. The legislature has faced knotty problems growing out of economic recession, war, postwar adjustments and drought. It has been asked to expand services and cut taxes, oftentimes simultaneously. This is the stuff out of which the new system could have been shown to be inadequate.

What is the situation? Has the nonpartisan unicameral legislature met these challenges head-on? Has it passed "hasty and ill-considered" legislation? Are the people satisfied that it has done a commendable job? Have any attempts been made to return to the former partisan bicameral legislature?

The events of the past twenty years would appear to justify the following summary statement: The people of the state have accepted the formulation of public policy by a

nonpartisan one-house legislature. While there is some opinion in favor of a return to a partisan legislature, there is little feeling that the state should revert to bicameralism. Many people, however, including members of the legislature, would like to see certain changes made within the framework of the basic system now in use.

Vigorous opponents<sup>1</sup> to the adoption of the 1934 constitutional amendment providing for the nonpartisan unicameral legislature called the proposal "dangerous" and "un-American." The press was almost unanimously opposed to it. Yet, since its adoption, the legislature has not been a principal issue of contention in state affairs and attempts to alter it to fit the earlier pattern have not only failed but have met with little or no popular enthusiasm.

Those who have served in the unicameral legislature, including a number who had also served in the former bicameral legislature, have been among its stoutest supporters. For example, only two bills have been introduced since 1937 proposing constitutional amendments to make the unicameral legislature partisan, one in 1951 and one in 1957. Both bills were killed in committee and aroused little discussion. No

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<sup>1</sup> Organized principally into a nonpartisan group known as the Representative Government Defense Association.

bills have been introduced proposing amendments to return to bicameralism. Also, when a petition campaign was inaugurated in 1953 to re-establish a partisan bicameral legislature, members and former members almost to the man came to the defense of the existing system.

Since 1941 eight bills have been introduced containing five proposals to increase the term of office to four years, eight proposals to raise the salaries of the members, three to provide for annual sessions and two to enlarge the size of the single chamber. The only one to get on the ballot was a 1949 proposal to permit the legislature to fix its own salary, to extend the term to four years and to allow annual sessions to be provided by law. It was soundly defeated at the 1950 general election.

#### No Stand by Parties

What has been the attitude of the political parties in Nebraska toward the legislature? Surprisingly enough, especially in view of the nonpartisan feature, neither political party took a stand on the impending referendum in its 1934 platform. In its 1952, 1954 and 1956 state platforms the Republican party urged that members be elected on a partisan ballot but nothing was said about re-establishing bicameralism. The Democratic party has mentioned neither issue in any of its platforms since 1934, although its 1956 platform contained a reference to the need for "organized political responsibility" in state government. This platform also stated, however, that "the Democratic party of Nebraska

recognizes in our unicameral legislature a bold and striking reform that has provided simplicity and economy in our legislative structure."

It is against this background that we turn briefly to the 1953-54 movement to return to bicameralism and partisan elections. Immediately after the adjournment of the 1953 session the state chairmen of the two parties announced formation of a bipartisan committee to sponsor a movement to re-create a partisan legislature and to consider the desirability of going back to a bicameral body. Petitions were to be circulated to put the proposition on the ballot at the 1954 general election.

The committee, in announcing its plans, said there was widespread dissatisfaction with the 1953 session, primarily because of its length, cost, number of bills introduced, total appropriations made and the number of lobbyists registered.<sup>2</sup> It is interesting to note that similar charges made against the 1933 session of the old bicameral legislature were part of the argument supporting adoption of the unicameral system.

An immediate rebuttal was issued by a number of persons, including several state legislators. Labeling the committee's charges as "unfair" and "ill-considered," they voiced their enthusiastic satisfaction with the present system. The announcement did serve to arouse considerable comment over the state and many persons registered approval of enlarging the present chamber. A lesser number argued for a return to partisan elections but few expressed

<sup>2</sup> Omaha *World-Herald*, June 19, 1953.

any interest in reestablishing bicameralism.

The bipartisan committee moved ahead slowly with its plans but finally announced it would circulate petitions to place a constitutional amendment on the 1954 ballot for establishment of a partisan bicameral legislature. By the time the petitions were ready for circulation, however, the group had only eight months in which to get 59,572 signatures so distributed as to include 5 per cent of the electors in each of two-fifths of the counties.

The Republican State Central Committee gave its "wholehearted endorsement" to the proposal but, when the campaign for signatures began to lag, reversed its action and said it would favor a petition campaign to reestablish partisanship only. The Democratic State Central Committee never came out with a definite endorsement. The bipartisan committee then decided to back this more limited proposal and again submitted petitions. This campaign fared no better. It was difficult to get people to carry the petitions, few signatures were gotten and the movement soon collapsed.

Several conclusions were obvious: First, there was no "widespread dissatisfaction" with the unicameral system itself, no popular demand for its change. The committee mistook criticism of the legislature's actions or inactions for criticism of the basic structure itself. The proponents of the petition campaign were also unable to pinpoint any particular governmental problems and show that they were the direct result of the

unicameral legislature or nonpartisan elections. It was furthermore apparent that few persons outside the four Republican and four Democratic leaders who made up the committee, including other party officials and leaders, were actually behind the movement. There was no other impetus.

In May 1956, it was announced that another petition campaign would be launched, this time under the auspices of several state labor organizations. The plan was to seek to increase the size of the unicameral legislature to 85 and to raise the pay of its members. The issue was to be placed on the ballot at the 1956 election. It was reported that the sponsors felt their interests would be better represented in a larger, better salaried legislature. Nothing further was heard of this movement, however.

#### Procedural Changes

For several sessions feeling had been growing among many members that certain procedural changes would help cut the length of sessions and give more time for adequate discussion of the more important bills. The 1955 legislature passed a resolution directing a committee of the Legislative Council to make a study of the legislative process with these goals in mind. As a result of this study<sup>3</sup> several recommendations for rule changes were made to the 1957 legislature.

Included were recommendations to speed up the hearing process,

<sup>3</sup> Nebraska Legislative Council, *Report of the Committee on Legislative Processes*, September 1956.



change the Committee on Order and Arrangement into a true steering committee, provide a method whereby the budget bill could be given a thorough airing on the floor, purchase recording machines to reproduce committee testimony and general file debate, screen resolutions calling for Legislative Council studies and bring about a realignment of the standing committees.

The 1957 legislature proceeded immediately to adopt three of these proposed rule changes. First, it adopted the proposed committee realignment which added one new committee and reduced the size of the other committees. The result was one additional committee to hear bills, five additional committee meetings each week and the fact that no longer would the membership of the agriculture, education and public works committees have to be the same.

The study committee's recommendation that standing committees begin their hearings at 1:30 in the afternoon rather than 2:00 was also adopted, thus giving more time to hear bills and to hold the important executive sessions. These rule changes were recognition of the fact that much of the lost motion in the legislative machinery occurred at the committee stage. Since all bills are given public hearings with five days notice it is necessary to speed the process as much as possible and to budget hearing time carefully.

Concrete results are already in evidence. The legislature does not begin all-day sessions until the hearing process has been largely

completed, and this year these sessions began on May 3, nearly a month earlier than in 1955. This gave the legislature more time to discuss more bills more fully on the floor than formerly.

The third rule change adopted was to provide that resolutions calling for Legislative Council studies be referred to the executive board of the council for a report prior to being acted upon by the legislature. The result of this change has been to reduce materially the number of studies assigned for report by the Legislative Council.

#### Summary

We return briefly to the original conclusion that the people of Nebraska have accepted completely the nonpartisan one-house legislature. The abortive attempts to alter it by petition, the favor with which it is viewed by those who have served in it, and the lack of popular criticism of the system itself all bear out this statement.

Perhaps part of this approval is based solely on a passive acceptance of prevailing political institutions, but there are other and more positive reasons.

The basic purpose of a legislative body is to reflect the prevailing political, social and economic views of the people it represents. If it does this, and if its machinery and processes are constituted in such a way as to allow these resultant decisions to be expeditiously enacted into law, then it makes little difference whether the members are called Republicans and Democrats or senators from districts 1 and 43. The Ne-

braska legislature has performed this function, even though early opponents were concerned lest the lack of party responsibility and a second chamber to check impulsive actions would lead to a distortion of public opinion.

For example, the people have long insisted on a narrow tax base and limited government spending. In 1937 and 1938 the state was advertised in *Time* magazine as "America's White Spot," undarkened with income, sales or other "extra" taxes.<sup>4</sup> The Nebraska Federation of County Taxpayers Leagues said that the outstanding accomplishment of the first session of the unicameral legislature was the fact that no bills were introduced providing for major new forms of taxation except the one to levy a cigarette tax which was defeated.<sup>5</sup>

#### Low Tax Burden

Succeeding sessions of the unicameral legislature have continued to reflect this conservatism in tax matters. While a cigarette tax was imposed in 1947 and a severance tax in 1955, repeated attempts to enact sales and income taxes have met with failure. Two such bills were defeated by the 1957 session. Today Nebraska is the only state in the Union which continues to rely on the general property tax for an appre-

ciable percentage of its state revenue (about 30 per cent in 1956), and it has the lowest per capita state tax burden of all the states save one and no long-term debt.

Yet the legislature has provided those services over the years which a majority of the people have demanded. It has supported an excellent State University, has carried on an accelerated highway program and has maintained since 1935 a fairly liberal public assistance program, the latter in response to a population whose percentage of persons over 65 is greater than the national average.

The legislature since 1937 has also mirrored the disapproval of the largely rural population of a compulsory school redistricting law and the state now has more school districts than any other state. It has consistently refused to accede, furthermore, to the persistent urging of educational groups for a program of state aid to schools, believing that the greater number of people would object to the wider tax base which such a program would require.

The people of the state, in addition, favor the openness with which the legislative process is conducted. Hundreds come to Lincoln each session to attend the public hearings held on all bills and to watch proceedings in the chamber. It is an easy matter, moreover, to locate the status of any bill at any one time and to follow its course. And the people know who is responsible in cases where actions are taken of which they disapprove.

And there are checks within this  
(Continued on page 347)

<sup>4</sup> By the Associated Industries of Nebraska. See *Time*, December 27, 1937, and June 14, 1938. This group also published a colorful 31-page brochure entitled *America's White Spot* (1938), and distributed it widely.

<sup>5</sup> Nebraska Federation of County Taxpayers Leagues, *Legislative Report of the First Session of the Nebraska Unicameral Legislature*, Fullerton, Nebraska, 1937, page 1.

# All's Quiet in Memphis

Education and enforcement of anti-noise ordinances pay off in safety and improved planning and zoning.

By O. K. ARMSTRONG\*

**D**RIVING with my family on a long trip one day I reached Memphis, Tennessee, and at a busy intersection I blew my horn impatiently. Instantly a police officer stepped over to my car, tipped his cap and said pleasantly:

"Welcome to Memphis! It's against the law to honk your horn here, except for an emergency. Please drive quietly."

He handed me a small pamphlet which said "You're in Memphis—help keep it quiet!" The pamphlet told how proud the citizens were to live in "the nation's quietest city," where all unnecessary noises had been eliminated.

Memphis didn't get that reputation by accident, I discovered later. It grew from a remarkably successful campaign of noise abatement that began in 1936 and slowly gained public support, resulting in city ordinances that have outlawed not only auto horn-blowing but all other noises that blast the ears and irritate the nerves.

"And we Memphians like it!" Claude A. Armour, vice mayor and commissioner of fire and police, commented. He proudly showed me

a plaque that had just come in from the National Noise Abatement Council, awarded for the city's outstanding record during 1956 as a noiseless city. "We haven't put it up yet because our former awards have filled our wall," the commissioner said with a laugh. Sure enough, that office wall has certificates of merit for noise abatement for every year since 1941.

The whole project was started by the late Ralph Millett, a newsman on the *Memphis Press-Scimitar*, who happened to live next door to a family with a teen-age daughter. The daughter's boy friend would come by in his car and lean on his horn until she came out. Millett started a series of editorials against such horn-blowing. That led to news and feature items on other noise nuisances. The public response was so favorable that Millett and his boss, Editor Edward J. Meeman, called together some representative citizens to discuss noise abatement.

A noise survey showed that Memphis was like most cities: Whistles shrilled, streetcars clanked through the streets, motor exhausts roared with defective mufflers, radios and jukeboxes blared far into the night. And worst offenders of all, motorists blew their horns not only as substitutes for brakes but as doorbell summons, greetings, tokens of wrath or exuberance.

\* Mr. Armstrong, former member of the Missouri General Assembly and of Congress, has been a member of the editorial staff of *Reader's Digest* since 1944. He is author of various books and articles appearing in magazines of national circulation.

For about two years the citizen group worked to teach the public the harmful effects of noise in fatigue and nervous tension and to enlist the support of schools, civic clubs and business organizations in an anti-noise campaign and an ordinance was passed by the council in May 1938. In precise language it decreed a ban on "any unreasonably loud, disturbing and unnecessary noise within the limits of the city."

For two more years the city council gave out notices and otherwise educated the public on the new law. Then, late in 1940, the police started arresting every driver they caught needlessly blowing his horn. In the first 90 days, some 500 motorists paid \$3 fines for honking.

"There was a lot of wailing and gnashing of teeth," a veteran police officer told me. "But gradually they came to support—and to like—the law."

Additional public interest was aroused through an appeal asking citizens to suggest ways of cutting down the noise. This brought an avalanche of ideas. Businessmen discussed ways to eliminate factory noises. Construction foremen wrote their opinions on abating building noises. Every worthwhile idea was explored.

"Once the people began to understand the benefits that a quieter city could bring," Commissioner Armour relates, "arrests fell off and criticism changed to praise."

In 1945 Memphis put on a Noise Abatement Week. The whole town bloomed with "Quiet, Please!" signs and banners, on billboards, in store

windows, on the sides of buildings, on truck and auto bumpers. Taxis carried big posters showing "Colonel Memphis," a southern gentleman with goatee and genial smile, saying "Sh-h!" Trains, buses and street cars displayed noise-abatement slogans.

Anti-noise literature was distributed by Memphis police and firemen throughout the city. The Memphis utilities' office sent out "Quiet" cards with consumers' bills. Newspapers and radio stations plugged for continued support of noise abatement. "Quiet" cards sprouted on restaurant and hotel dining tables. Dairies and bottling plants spread the message with printed paper collars hung on the necks of milk and soft-drink bottles. Climax of the week's activities came when around 25,000 school children filled two stadiums to cheer students who received prizes for anti-noise projects.

#### **Model Ordinance**

Tested and amended through the years, the Memphis ordinance stands as a model of simple, enforceable legislation. Besides its general banning of unnecessary noises, it lists several specific categories as violations, such as "yelling, shouting, hooting, whistling or singing on the public streets."

The use of sound trucks, loud speakers, drums or other noise-makers for advertising or commercial purposes is banned. So is excessive noise in connection with the loading and unloading of any vehicle. Mufflers must effectively prevent explosive noises. Any auto, motorcycle or other vehicle "so out

of repair, so loaded or in such manner as to create loud and unnecessary grating, grinding, rattling or other noise," is outlawed.

What's more, nobody may keep "any animal, bird or fowl which by causing frequent or long-continued noise shall disturb the comfort or repose of any person in the vicinity." Factory whistles may be sounded only to give notice of time to start or stop work by short, dulcet blasts, or as warning of fire or danger. Construction, excavation and demolition operations in residential districts, except in case of urgent necessity, are restricted to the hours between 7 A.M. and 6 P.M. weekdays.

All noises in homes and yards loud enough to be heard by neighbors must cease between 11 P.M. and 7 A.M. That includes music from radios and record players and celebrations of every kind. Juke boxes must go dead at 11 o'clock all over the city. In hospital zones the anti-noise regulations are especially strict, day and night.

#### Horses, Too

One day a bright Memphis school boy ran to a mounted patrolman clattering along the pavement and flagged him down.

"Your horse is making too much noise, sir!" the youngster said.

"So he is, sonny," answered the patrolman. "We'll do something about this." Now all police horses wear rubber shoes.

At first some Memphis traffic officials feared there would be more collisions among motorists if the drivers did not sound their horns when passing other cars or at inter-

sections. But actually, traffic accidents decreased sharply under the plan. In 1940 there were 36 fatal traffic accidents in Memphis, with 1,029 persons injured. In 1941, during the first full year of anti-noise enforcement, the number of fatalities dropped to 16, with 855 injured. Consistently since 1946 Memphis has maintained a low traffic accident rate.

"We have proved that motorists keep better control of their cars when they depend more on their driving skill and less on their horns," Inspector Sam Manning told me. "They don't pass other cars unless it is safe to do so. They watch the signal lights more closely. They keep their tempers and they drive more courteously all around."

I walked for half an hour along the streets of Memphis' downtown area, watching the traffic as it moved and stopped with the changing lights. Not a horn sounded. At one intersection, an elderly man stalled his motor just as the light turned green. There were half a dozen cars behind him—and all remained silent until the stalled motor started again. Then the line of cars moved quietly with the next green light.

Memphis taxi drivers, I found, are among the staunchest boosters for quiet motoring. "We save time and do more business that way," a taxi-man explained. "Since we can't pull up at a place and honk, our passengers have learned they'd better be out at the curb watching for us."

Hotels and restaurants all cooperate by a wondrous system of

silent garbage and trash collection. There's no slam-banging of huge metal cans being emptied in trucks at 6 A.M. while guests are trying to sleep. Disposal workmen move in quietly, lift the containers against padded sideboards and set them down with never a sound.

Memphis is a railroad center, with seven lines converging upon it. Before noise abatement, the whistles of steam locomotives made almost a constant din, at the grade crossings and in the switching yards. During the last decade, most steam engines were replaced with diesels, equipped with melodious three-tone horns. Today all the railroad crews cooperate to eliminate noise by sounding horns only when necessary for safety, and then only short beeps.

"We have replaced much of the old long whistling with safety devices," H. A. Baker, assistant to the president of the Frisco Lines, told me. "This, combined with safety devices and restricted speed, has given us an enviable safety record."

The city is also the hub of several major highways, carrying thousands of trucks a day. Trucking officials agreed upon a strict code in compliance with the city's quiet ordinance and reputation. It includes instructions for drivers against racing engines.

"We know that the elimination of noise contributes to safety," declares Eugene Glaze, executive manager of the Memphis-Shelby County Safety Council. "In factories, offices and homes, it is provable that noises induce irritations and tensions and decrease coordination of nerves and muscles. A corresponding increase

in a person's liability to accidents inevitably results."

Memphis' industrial leaders support this theory. In the Ford Motor Company assembly plant I was shown numerous devices to eliminate excess noise and to minimize the unavoidable clatter of some machines. In the office of this plant hangs a safety award given in recognition of 5,405,589 man-hours of work, from February 1955 to November 1956, without the loss of time from an injury.

What about ambulances, fire trucks and police sirens? The ordinance makes exceptions of these in the interest of protection and safety. Yet even these preferred vehicles cannot go screeching through traffic unless actually on emergency runs.

#### **Influence in Zoning**

The noise abatement program was one of the major influences in a complete rezoning of Memphis. Before any commercial or industrial plant can start to build, a hearing is required before the planning commission as to the type of business, kinds of machinery, amount of traffic and other factors that might create unavoidable noise. Thus, as the city grows, industrial areas are being separated from residential zones. A new ten-million-dollar railroad yard recently has been opened near Capleville, several miles from the city limits.

On every hand in Memphis you'll find popular support for noiseless living, not unmixed with humor. "The best thing about our anti-noise living," confided Mrs. Merrill Hudson, prominent Memphis civic leader,



"is that it compels our young men to get out of their cars and come to the homes for their dates, like gentlemen should!"

I was told, in pride, about an eminent judge from another southern city who registered one evening at a Memphis hotel. At 9:30 the next morning he called the desk.

"I wanted to get up at 8 o'clock," he said irritably.

"Did you leave a call, sir?" asked the clerk.

"No," said the judge, "I expected the street noises to wake me. What's happened to the town?"

### ONE HOUSE FOR 20 YEARS

(Continued from page 342)

unicameral system. It has already been seen that public opinion itself is an important one.<sup>6</sup> The governor's veto is available but the restricted use of this check buttresses the conclusion that the legislature keeps closely attuned to public opinion. The initiative and referendum are available and have been used to correct what the people believe are errors of commission or omission on the part of the legislature.<sup>7</sup>

<sup>6</sup> For example, a leading veteran senator was defeated for reelection in 1956 largely because he took a view on redistricting and educational problems not shared by a majority of his rural constituents.

<sup>7</sup> The 1949 action of the legislature

Close observers today feel there are three changes which should be given careful consideration in the near future. An enlargement of the present chamber (under the present constitutional provision it could be increased from 43 to 50) would not only widen its representativeness but would also relieve part of the heavy committee burden now shouldered by each member. The legislators' salaries (\$872 per year) need to be raised too, and districts should be redrawn to reflect the population shifts which have occurred since the 1930 census (the basis for the original and present apportionment).

It is certain, however, that the unicameral principle is here to stay in Nebraska. As one who was long associated with the legislature put it, "the unicameral legislature has not fulfilled either the most optimistic hopes of its friends or the most pessimistic fears of its opponents. On the whole, however, it has given a good account of itself."<sup>8</sup>

in increasing the gas tax was reversed by a referendum in 1950. Also, because recent legislatures had refused to levy a ton-mile tax on heavy trucks, groups in favor of such a tax placed such a law before the people by initiative petition in 1956. It was voted down by the electorate.

<sup>8</sup> Roger V. Shumate, "The Nebraska Unicameral Legislature," *The Western Political Quarterly*, September 1952, page 512.

# City Fathers Want More

Many part-time local legislators in Michigan feel they are underpaid for services rendered their city.

By LYNN W. ELEY and RALPH A. DESANTIS\*

**H**ISTORICALLY, the question of proper pay for municipal legislators has involved balancing the factors of civic duty and prestige against the factor of monetary remuneration. Through the years the payment of mere honorariums rather than salaries commensurate with the policy-making functions performed has been an accepted feature of municipal legislative service. Today the practice of paying nothing or honorariums is being reexamined by charter commissions, municipal leagues and students of government. They are handicapped in this task, however, by a dearth of analytical material. The scanty literature falls into two categories: data on actual "salaries" paid by cities in various jurisdictions and materials of a textbook character describing accepted usage.

In order to add a third dimension to the literature, the Institute of

Public Administration of the University of Michigan decided to sample the thinking of councilmen themselves on the subject of their compensation. As a means of keeping the study within manageable proportions, the institute limited its survey to councilmen of selected cities in Michigan.

A questionnaire was mailed to one or more councilmen in every home rule mayor-council and council-manager city above 4,000 population in the state. Using scientific sampling methods, questionnaires went to 157 out of 467 councilmen<sup>1</sup> in 80 cities. Eighty per cent, or 125 of the councilmen in the sample, replied; responses came from 23 mayor-council and 54 council-manager cities. The returns represented just under 27 per cent of all councilmen serving in the cities sampled. Professional pollsters would probably agree that the high response rate would permit valid generalizations. Since there was no significant difference in the response rates for council-manager cities and mayor-council cities, equally valid generalizations may be made for each.

First of all, the survey disclosed that salary is not a significant factor in attracting people to seek elec-

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\* Dr. Eley, formerly a research associate in the Institute of Public Administration, University of Michigan, is supervisor of the newly established Lansing, Michigan, branch office of the institute. Mr. DeSantis, formerly a research assistant in the institute, completed an M.P.A., degree there in February.

The authors wish to acknowledge their indebtedness to Professors Arthur W. Bromage, Stanley E. Seashore and John W. Lederle, all of the University of Michigan. They contributed importantly to the design and execution of the survey and the preparation of this report.

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<sup>1</sup> Not counting 54 dual mayor-councilmen in council-manager cities.

tion as part-time councilmen.<sup>2</sup> Asked to indicate whether they agreed "Salary is not a major factor to candidates seeking the office of councilman," 85, representing 68 per cent of all councilmen sampled, checked their agreement.

#### Why Seek Office?

This conclusion is substantiated even more emphatically in the response to another question. Councilmen were asked to check from a list their precise reasons for seeking office. Only 3 per cent viewed salary as a positive inducement while, not unexpectedly, 90 per cent checked the desire to help people and render a public service as a primary motivating factor. Next in order were persuasion from friends and neighbors (50 per cent), interest in politics (46 per cent), desire to support a specific program (34 per cent) and desire to bolster representation of their own attitudes or political parties on their councils (20 per cent).<sup>3</sup> (In view of the widespread use of the nonpartisan ballot in Michigan, the fact that such a high percentage of councilmen apparently felt that their own attitudes or political parties were inadequately represented is somewhat surprising.) Relatively small percentages professed to have sought the office for political career,

business and social contact, prestige or self-expression motivations.

While part-time councilmen were generally united in the view that salary is not a major attraction of the job, many felt that their salaries should be substantially increased to take into greater account the time which they already spend or might profitably spend on city affairs over and above that spent in regular council meetings. This was the second major finding of the survey. Each councilman was asked to indicate whether he thought his salary was (1) not enough, should be increased; (2) enough; or (3) too much, should be decreased. All respondents answered this question. Fifty-one councilmen, or almost 41 per cent of those responding, felt their salaries should be increased and a majority of this group believed that present salary rates do not sufficiently recognize time spent on city business outside of council meetings. Chances are, too, that many of the additional sixteen councilmen who responded that their cities could not afford to pay higher salaries would otherwise have checked the "not enough" response. Thus, about half of all city councilmen in Michigan would like their salaries increased.

On the other hand, nearly half the respondents did not favor increased salaries. Forty-four councilmen said present salaries were adequate and four said they should be decreased. Another ten councilmen indicated they thought no salary should be paid.

In general, Michigan councilmen were divided in their views on the

<sup>2</sup> Except for the nine councilmen in Detroit, all councilmen in Michigan serve on a part-time basis. Of course, in the case of Detroit the salary of \$12,000 per annum may be an important factor in attracting candidates for the office, though this was not specifically determined in the survey.

<sup>3</sup> Since many councilmen checked more than one reason, the total exceeds 100 per cent.

adequacy or inadequacy of present salary levels without regard to variations in size of city, geographical location, present salary or tenure of office. Despite the expectation that greater desire for increased salaries would be manifested in the mayor-council situation, where supposedly more committee and other outside work is entailed, there was no appreciable difference between councilmen from mayor-council and those from council-manager cities.

Of the 51 who favored increased salaries, 42 stated how much increases should be. In terms of percentages, the range was from 100 to 1,000 per cent, with an average increase of 219 per cent desired. As

the accompanying table indicates, increases desired by part-time councilmen reflect present salary levels in the various population groups. That is, those with the lowest levels asked for the highest percentage increases. If all those councilmen favoring salary increases got what they wanted, salaries would become more nearly equal between population groups. Again, contrary to expectations, there was no apparent difference in increases desired by councilmen from mayor-council as contrasted with council-manager cities.

The table below presents a mathematical summary of the salary information developed from the survey.

SALARY VIEWS OF SELECTED PART-TIME CITY COUNCILMEN IN MICHIGAN  
(Data as of Spring 1956)

<i>City Population Group (in thousands)</i>	<i>No. Respond- ing (123 out of 155 sample)</i>	<i>Current Average Annual Salary</i>	<i>Per Cent Favoring Increase</i>	<i>Average Per Cent Increase Desired<sup>b</sup></i>
100-250	10	\$1,020	40%	100%
50-100	17	566	41	240
25-50	14	1,091	57	141
10-25	38	400	53	101
4-10	44	124	25 <sup>a</sup>	308
Average		\$ 442	41%	219% (\$1,045)

NOTE.—The city of Detroit, with an estimated population of 1,902,000 in 1955, is excluded from the table. It is the only city in Michigan having a population in excess of 250,000. Two of its nine councilmen were included in the survey. Detroit's councilmen serve on a full-time basis.

Of the 79 cities in the five population groups listed above, one or more councilmen from all except three responded. Twenty-seven per cent of the 458 total councilmen from cities in these population classes responded. Response rate differences between population groups were statistically insignificant.

<sup>a</sup> This figure should actually be much closer to 50 per cent. Of the sixteen councilmen who indicated that their cities could not afford to pay higher salaries, by far the largest single group—ten—came from cities in the 4,000-10,000 population class. It is a reasonable assumption that most, if not all, of the sixteen would otherwise have checked the "not enough" response, especially in view of the fact that none indicated that he or she was already being paid enough or too much. Assuming that all ten from the lowest population class felt this way, the percentage of those favoring salary increases in this group is raised from 25 to almost 48. In that case, any statistically significant discrepancy between this and the other population groups ceases to exist.

<sup>b</sup> Forty-two of the 51 councilmen favoring increased salaries stated how much those increases should be.

Forty-two councilmen expressed the opinion that higher salaries would allow councilmen to devote more time to their city duties. Salaries should be increased both to compensate those who already spend great amounts of time outside of regular council meetings and to make it more convenient for others of limited means to spend additional time in this manner.

Though the councilmen did not agree on the need for or the precise proportions of any salary increase, substantially all of them would unite in one view: salary for part-time councilmen should not be placed at a level high enough to tempt anyone to make this his main source of income, particularly in council-manager cities.

#### **Aid to Representation**

A large group, 32 councilmen, felt that somewhat higher salaries would make it more convenient for persons from lower income groups to serve on councils, thus enhancing the representational character of municipal government. Opinions differed within this group, however, over whether this would be good or bad for city government. One councilman expressed the fear that substantially increased salaries "might be very luring from the standpoint of subsidizing pensioners and people in the lower income groups. Whether or not they make the best type of commissioners remains very doubtful to my way of thinking." On the other hand, another councilman argued that present salary levels represent a "designed approach to the selected few. Qualified citizens who

are as interested in government as any other person or party . . . cannot afford to devote the necessary time to seeking the office or holding the position."

Certain rules of thumb to be applied in setting salaries for part-time councilmen seem to emerge from the survey findings. Though there are many additional factors which must be considered in actual situations, charter commissions and others charged with developing compensation plans for part-time councilmen should take these general principles into account: (1) compensation should be set on an annual rather than a per meeting basis to reflect the time spent outside council meetings and to encourage the giving of additional time; (2) compensation should be set at a level high enough to permit qualified and interested persons to seek the office without regard to their socio-economic grouping in the community; and (3) compensation should not be set at such a high level that persons will seek the office as a main source of income or as a financial bonus for a successful campaign.

In conclusion, the survey findings suggest that if the views of many councilmen were to prevail, their compensation would be something more than token payment and something less than payment commensurate with responsibilities performed. While this is the case, however, the remunerations of the office would continue to consist in part of salary and in part of the personal satisfaction involved in discharging a high civic duty and public trust.

# News in Review

City, State and Nation . . . .

Edited by H. M. Olmsted

## Alabama Appraises Needs of Cities

### First Legislative Study Committee Renders Report

**F**OR the first time in the history of the Alabama legislature an interim committee has undertaken "a thorough and exclusive study of municipalities and their aims, achievements and problems." Such a group, the Interim Committee on Municipal Government, was created by an act approved March 28, 1956, and instructed to report to the 1957 legislature. A summary report has recently been made available in printed form.<sup>1</sup>

The act creating the committee noted that in the past sixteen years the population of Alabama's municipalities increased 50 per cent and that in 1956 more than two million of the state's three million inhabitants live within or just outside some 300 incorporated municipalities. The committee consisted of three senators appointed by the lieutenant governor, four representatives appointed by the speaker of the house, and also the lieutenant governor and the speaker, *ex officio*.

Assistance was rendered by various state officials and the Legislative Reference Service. Representative Charles Adams of Tallapoosa County was chairman. The committee held meetings on approximately 30 days and took testimony from 74 witnesses as to methods of operation, immediate needs and future requirements of the municipalities. Minutes of meetings, together with reports and other data submitted to the committee, were filed with the clerk of the House of Representatives.

<sup>1</sup> Report of Alabama Interim Legislative Committee on Municipal Government. Montgomery, 1957, 36 pp.

The most common type of municipal government in Alabama is the mayor-council form, but most of the larger cities have the commission form and a few small cities the council-manager plan. In cities of less than 6,000 population with the mayor-council form the mayor sits and votes with the council.

The committee made no recommendation as to form of government, but asserted that the present general law concerning the manager form is "inadequate and impractical" and urged that it be replaced by a new statute providing for a "sound form" of council-manager government that could be adopted at the option of any municipality through proper procedures. It also recommended that a change in any city's form of government shall be effective only at the expiration of the term of office for which officials have been elected and that elections to determine a change in form of government be conducted at least six months prior to the general municipal election.

Testimony by municipal officials and other witnesses convinced the committee that the laws governing municipal elections are in need of complete revision. As the next general municipal election will not be held until 1960, it recommended that the Legislative Reference Service, with additional personnel if necessary, be directed to study the matter and draft a comprehensive, clear and harmonious municipal election law for consideration by the legislature so that it can enact a proper statute by 1959 or earlier. Several suggestions were given as to points that such a statute should cover, including provisions for primary or run-off elections so as to prevent the election of officials by pluralities rather than majorities.

Other recommendations include the following:



The state highway department, upon request, to assist cities in the improvement and maintenance of city streets;

Authorize a city to match, and the state to contribute, funds for highways if the county in which the city is situated is unable to match the state money;

Permit municipalities to levy a school tax up to a five-mill limit, with voter approval;

Allocate state funds for schools in a manner to encourage more local support of schools;

Authorize the state to assist cities in sewerage and sewage disposal projects by establishing a grant-in-aid program to match federal grants for this purpose;

State aid to cities for slum clearance and redevelopment;

Permit cities to levy higher charges for municipal services outside the city limits than for such services inside the city;

Cooperation between city and county government bodies for better planning and to prevent duplication of efforts and services; enactment of legislation to authorize municipalities to contribute funds to counties for lawful purposes; county purchasing departments to be authorized to act for municipalities for a just charge;

Both state and county governments to assist cities in providing recreation facilities;

Planning and zoning statutes to be clarified and strengthened, to insure adequate legal authority for municipal planning, zoning and subdivision control within a five-mile area, or in the police jurisdiction of the municipality;

Authorize cities to pay for industrial surveys, and enable the State Planning and Industrial Development Board to furnish consultants to cities;

Replace municipal taxes on gasoline, tobacco and insurance companies by new or increased state taxes thereon, to be distributed to municipalities on a population basis. Exempt municipally-owned

vehicles from the state gasoline tax and permit a municipal license tax on vehicles.

### **Council-Manager Plan Developments**

DADE COUNTY, FLORIDA, (including the city of Miami) (1950 population 495,084) voted on May 21 to adopt a county manager charter providing a metropolitan government. (See the Review, June, page 305.)

CLINTON, NORTH CAROLINA, (7,001) adopted the council-manager plan by a vote of 151 to 56 on April 6. The new plan becomes effective on July 2, 1957.

The city of WINOOSKI, VERMONT, (6,734) has voted to adopt the council-manager plan.

CLYDE, OHIO, (4,083) approved a council-manager ordinance by a vote of 601 to 225 on May 7. A council of five is to be elected in November, and the new plan takes effect January 1, 1958.

ABERDEEN, MARYLAND, (2,944) voted 173 to 133 on May 4 to approve a council-manager ordinance. The manager plan is expected to become effective next January.

SEBASTOPOL, CALIFORNIA, (1954 population 2,731) is reported by the International City Managers' Association to have adopted the council-manager plan. The association has also added to its official list CORTE MADERA, CALIFORNIA, (1950 population 1,933); GROTON, CONNECTICUT, (7,036); and HICKORY TOWNSHIP, PENNSYLVANIA, (622).

The town of BETHEL, VERMONT, voted 176 to 38 to retain the council-manager plan, adopted in 1947.

A major plank in the platform of the newly elected mayor of BURLINGTON, VERMONT, was a promise that a study of the council-manager plan would be made.

In GLASTONBURY, CONNECTICUT, steps have been taken to form a citizens committee to seek adoption of a town man-

ager charter, as recommended by the Town Government Study Committee in 1954. The Government Improvement Committee has urged the Chamber of Commerce to lead in such a movement.

The PENNSYLVANIA legislature has approved a bill to provide a substantial measure of home rule for third-class cities, including local option as to adoption of the council-manager plan, the strong-mayor plan or the commission plan (now the only one permitted third-class cities). This bill, which the governor has indicated he will approve, would finally implement the home rule amendment of 1922. There are 47 third-class cities in Pennsylvania.

CEDARTOWN, GEORGIA, voted 934 to 656 on May 8 to retain the council-manager plan, in effect since 1938.

The CHAMPAIGN, ILLINOIS, city council has again voted three to two against immediate appointment of a city manager, although the council-manager plan was approved by the voters in April 1955. The council majority said, however, that they would appoint a manager on May 1, 1958—twelve months before the end of their terms. Previously they had refused to do so before November 1958.

In CASPER, WYOMING, petitions bearing 5,000 signatures, calling for an election on the question of adopting council-manager government, were filed with the city clerk on May 1. The number of signatures is claimed to be more than twice the number necessary. Mayor Tom Nicholas announced, however, that he does not consider an election mandatory and does not intend to call one. He contends that the statutes do not provide an orderly legal way for installation of the manager plan.

## Government Units Slowly Shrink

The number of governmental units in the United States, as now reported by the Bureau of the Census, was 102,353 in

January 1957, as compared to 116,743 in 1952 and 155,116 in 1942. The average annual decrease in the last fifteen years was about 2.3 per cent, and in the last five years 2.5 per cent.

As shown by the accompanying table, the decrease has been almost entirely in the number of school districts, which represented 70 per cent of the total in 1942 and 49 per cent in 1957. Their number declined more than half in the fifteen years.

Increases occurred in the number of municipalities and, more notably, in the number of special districts, most of which perform a single function, although some provide several kinds of services. They include "authorities," increasingly established to provide revenue-producing facilities; however, most of them are not sufficiently autonomous to be classed as governmental units by the Bureau of the Census.

The number of governmental units per state varies from 91 in Rhode Island to 6,659 in Nebraska (which has the largest number of school districts, 4,943). Seven other states show more than 5,000 units each: they are, in descending order, Illinois, Minnesota, Kansas, Wisconsin, Missouri, Michigan and Pennsylvania. Illinois, with 6,495 units, has more municipalities (1,181) and also more special districts (1,785) than any other state; its school districts have dropped to

UNITS OF GOVERNMENT

Type of Government	1957	1952	1942
U.S. Government	1	1	1
States	48	48	48
Counties	3,047	3,049	3,050
Municipalities	17,167	16,778	16,220
Townships and towns	17,214	17,202	18,919
School districts	50,453	67,346	108,579
Special districts	14,423	12,319	8,299
Total	102,353	116,743	155,116

1,993. It has 1,433 townships. Minnesota has the greatest number of the latter, 1,828. They exist only in 22 states.

Next to Illinois, California has the greatest number (1,652) of special districts, and shows the greatest increase (262) in these for any state in the last five years. New York is third in number of special districts, with 926; this is 42 less than five years ago.

### ***Regional Body Formed At National Capital***

Governing officials from the city of Washington and vicinity have formally established an Advisory Regional Conference to help solve pressing urban problems. It is set up to include the three commissioners of the District of Columbia, the elected governing bodies of Montgomery and Prince Georges Counties in Maryland, Arlington and Fairfax Counties in Virginia, the municipalities of Alexandria and Falls Church, Virginia, representatives of both branches of the Maryland and Virginia legislatures, and one member each from the Senate and House District of Columbia committees. A seventeen-member steering committee was established to decide upon problems to be considered and to prepare an agenda for future meetings.

### ***Cooperation Furthered In New York Region***

Governmental cooperation in the New York metropolitan region was advanced when the Metropolitan Council of Planning Agencies voted this spring to affiliate with the Metropolitan Regional Conference and was accepted by the latter, as reported in the *Newsletter* of the New York City Department of Planning.

The conference, which first met in 1956 at the invitation of Mayor Wagner of New York City, is a voluntary organization of top elected officials of the counties and larger municipalities of the region, attempting to work out solutions

to common problems. The council, formed in 1950, is composed of representatives of the planning agencies of the same counties and municipalities. The number is being enlarged to include representatives from 21 counties in New Jersey, New York and Connecticut.

Six committees have been set up by the conference: traffic and transportation, water supply, sewage disposal, air pollution, recreation and teen-age drinking. All but the last of these intimately involve planning, and the new affiliation provides a means of bringing planning matters to the attention of officials, as well as a means for making advisory technical services available to them.

### ***National Metropolitan Conference Chooses Director***

The Continuing National Conference on Metropolitan Problems,<sup>1</sup> initiated in 1956 at a meeting at Michigan State University, sponsored by twenty national bodies concerned with metropolitan matters, took a long organizational step in May by selection of a director, George H. Deming, recently active on the public works planning staff for President Eisenhower.

The conference will serve as a cooperating agency for groups and organizations concerned with metropolitan problems, as to research, preparation of publications and conducting national, regional and other meetings. Its offices are at 22 West 55th Street, New York City.

### ***Consolidations of Towns And Villages in Vermont***

Several towns and villages in Vermont have recently consolidated their governments or are working toward that end.

The town of Bennington, within the limits of which are three villages and three school districts as well as an unincorporated area, voted 147 to 124 in town meeting to consolidate with the village

<sup>1</sup> See the REVIEW, June 1956, page 287.

of Bennington, and the village government has voted two to one for consolidation, to take effect in mid-1957. The other incorporated areas have yet to take similar action.

The town and village of Springfield have consolidated, those of Northfield and Randolph are reported to be actively seeking consolidation, those of St. Johnsbury are considering it, and legislation has been sought in the Vermont legislature to enable the town, village and fire district of Manchester to vote on consolidation.

### ***Home Rule Broadened in Connecticut***

The Connecticut legislature has enacted a new home rule law that enlarges upon prior legislation<sup>1</sup> and makes home rule more readily available to towns, cities and boroughs.

The voting requirements for approval of a charter or a charter change differ markedly from prior requirements. Instead of calling for a majority vote out of at least 51 per cent of the total registration (a minimum favorable vote of 26 per cent of the registration) the new act merely requires a simple majority vote at a general election or, at a special election, a majority that equals at least 15 per cent of the registration.

Action for adoption or amendment of home rule charters may be initiated by a two-thirds vote of the local governing body (as heretofore) or by petition of 10 per cent of the voters. The previous requirements of signatures on such a petition ranged from 5 per cent for cities of over 100,000 to 25 per cent in towns under 3,000.

The new act lists 57 specific powers that may be exercised by municipalities adopting or amending charters under its provisions. They retain all powers granted under their existing charters or by general law.

<sup>1</sup> See the REVIEW, July 1951, page 362.

Consolidation of a town with any city, borough or special district within its borders may now become effective if approved at a town-wide referendum at which the number voting in favor equals at least 15 per cent of the total town electorate. This is less restrictive than before.

The act also prohibits the legislature from enacting special legislation relative to the powers, organization and form of government of any local government unit unless formally requested by the local legislative body or by petition of 10 per cent of the voters.

A proposed constitutional amendment to give constitutional protection to home rule powers such as the new act provides, and to restrictions as to special legislation, has received first passage by the House of Representatives.

### ***Rhode Island Supreme Court Limits Home Rule***

In a decision expected to have far-reaching effects on the affairs of many communities in Rhode Island, the Supreme Court of that state ruled on May 28 that the home rule amendment to the state constitution applies only to those communities that have adopted home rule charters. The case involved the town of Bristol, but is expected to set a statewide precedent.

The *Providence Journal* asserts editorially that this decision makes it more imperative than ever for the legislature to pass a law extending home rule powers to cities and towns that have not yet adopted home rule charters.

### ***Midland, Texas, Expands Area***

The area of the city of Midland, Texas, was increased by nearly two square miles by annexations in April, bringing the total area to approximately sixteen square miles. One annexation covered 1,111 acres to the north and

northwest and was initiated at the request of the school board to give zoning protection and provide other city services to three new schools in the area. The other annexation added 160 acres.

### ***Glendale, California, Wins ASPA Regional Award***

The Los Angeles Metropolitan Chapter of the American Society for Public Administration bestowed its annual award for outstanding administrative performance upon the city of Glendale, California, at a ceremony on April 30. Glendale has operated under the council-manager plan since 1914.

The award was presented in recognition of performance during the past year and also on the basis of sound administrative practices that have been developed over a period of years. The 52 cities of Los Angeles County were considered by the society in the competition. They were judged on the basis of general organization, long range planning, budgeting and accounting, personnel administration, capital outlay programs, public relations, administrative achievements during the preceding year and several other points. Judges were George Terhune, assistant city administrative officer for Los Angeles, Douglas Gourley of Los Angeles State College and Murray Brown of the League of California Cities.

### ***Alamosa Becomes 16th Home Rule City in Colorado***

Alamosa, Colorado, became the sixteenth home rule city in the state when it adopted its first charter on March 12, 1957. The charter provides for continuation of the council-manager form of government, which the city has had for several years under a statute, but makes certain changes: direct election of the mayor instead of election from within the council; election of two councilmen at large and four from wards, instead of two from each of four wards, thereby re-

ducing the number on the council (including the mayor) from nine to seven; and four-year staggered terms, instead of two-year terms. The charter convention that framed the document was assisted by Leo C. Riethmayer and William A. Grelle, of the University of Colorado, and Jay T. Bell of the Colorado Municipal League.

### ***Boulder Changes Council Term, Rejects Ward Elections***

On October 2, 1956, voters in Boulder, Colorado, adopted two basic changes in their city charter and rejected an alternative proposal which would have instituted a ward system in this council-manager, home rule city.

Boulder has had at-large elections (first by a system of proportional representation, then by plurality vote) and a council of nine members serving for six-year, overlapping terms. At a special election in 1954, a ward system had been voted in by a small majority, but the Colorado Supreme Court voided the amendment, largely on procedural grounds.

The city council then appointed a citizens committee of some 30 members to study methods of electing councilmen and to recommend possible changes in the charter. The committee held open hearings and finally presented the council with two specific recommendations: that the residency requirement for council candidates be lowered from five years to three and that the terms of councilmen be lowered from six years to four for eight members and to two years for the ninth member. The latter proposal allows the number of councilmen elected at each election to be changed from three to five, thus providing the election of a majority of the council at every city election.

The Boulder council accepted the recommendations and called for a special election at which the proposals were adopted. The rejected proposal, for elec-

tion by the ward system and for two-year terms, was placed on the ballot by initiative petitions.

WILLIAM A. GRELLE

University of Colorado

### **Arizona League Expands Services**

The Arizona League of Cities and Towns, at its recent spring conference at Prescott, resolved to make itself a more effective organization by employing a full-time staff and expanding its services to members. A reorganization endeavor by the league three years ago was largely ineffectual. The recent action took the form of an endorsement of a "Proposed Program of Services" presented at the conference by Patrick Healy, Jr., executive director of the American Municipal Association. Mr. Healy suggested that the league engage the services of a professional executive director and a field representative and that its program be expanded to include inquiry information and field services in addition to present legislative activities. The league should also have an impartial research program, conducted if possible in cooperation with the state university.

PAUL KELSO

University of Arizona

### **Texas Legislature Adopts Code of Ethics**

During the 1955 session of the Texas legislature, several legislators were implicated in some rather suspicious "fee-taking" in connection with scandals revolving around state-chartered insurance companies and the state's program of land for veterans.<sup>1</sup> In February 1956, with this as a background, an interim committee of the House of Representatives asked the Legislative Council to

prepare a code of ethics for state officers and employees.

Soon after the legislature met in 1957, the newly elected governor, Price Daniel, recommended that the legislature adopt not only a code of ethics but also laws to regulate the lobby and persons, especially legislators, representing clients before state agencies. In addition, he asked for the creation of a statewide law enforcement commission to watch public officials at all levels of government.

In the meantime, other scandals involving the regulation of insurance companies were coming to light. Then, early in the session, a member of the House of Representatives was expelled for allegedly agreeing to accept a \$5,000 bribe. The House committee investigating the case then quit abruptly and turned its evidence over to a grand jury.

By this time public opinion was inflamed and the legislature responded by adopting the Code of Ethics for State Officers and Employees which had been drawn up by the Legislative Council. The statute seems to be based primarily on the Code of Ethics and related statutes of New York, the conflict of interest statutes of the federal government, a 1952 proposal (not enacted) for New Mexico legislators and some suggestions made in 1956 by the state's attorney general.

The law declares it to be a policy of the legislature that no officer or employee of a state agency, member of the legislature or legislative employee shall have any interest or engage in any business or profession which is in substantial conflict with the proper discharge of his public duties. To implement this policy the code then sets forth the following standards of conduct for legislators, state officers and employees:

1. No gifts, favors or services may be accepted which might reasonably tend to influence him in the discharge of his official duties;

2. If one is an officer, agent or mem-

<sup>1</sup> See "Locking the Barn Door," editorial, the REVIEW, January 1956, page 4.



ber, or owns a controlling interest, in any business concern regulated by the state, he must file a sworn statement to that effect with the secretary of state;

3. One's official position may not be used to secure special privileges for himself or others;

4. No legislator who has a personal interest in any bill shall vote on it and he must disclose such interest;

5. No one may engage in any activity which he might reasonably expect would require or induce him to disclose confidential information;

6. Confidential information shall not be disclosed or used for personal gain;

7. No one shall transact any business in his official capacity with any concern in which he is an officer, agent, member or has a controlling interest;

8. No one shall make personal investments which will create a substantial conflict between his private interest and the public interest;

9. No officer or employee of a state agency, nor any firm with which he is associated or in which he has a controlling interest, may sell goods or services to any concern which is regulated by the state agency in which the employee or officer serves;

10. No one may accept other employment which might impair his independence of judgment in the performance of his public duties;

11. No one may accept compensation for his state services from any source other than the state.

The penalty for non-compliance is expulsion, removal from office or discharge.

Since there is no enforcing authority, the practical value of this code is far from certain but it could serve as a possible basis for disciplinary action and as a guide to legislators or other governmental officers or employees.

The other recommendations of the governor for so-called "clean government" did not become law.

Different versions of a lobby control

act were passed by both houses, but a joint conference committee appointed to reconcile differences failed, amidst bitter recrimination, to come to agreement. So "what must surely be the most wide-open lobby in America. . ."<sup>1</sup> remains essentially unregulated.

Soon after the adjournment of the legislature in May, the governor announced he would call a special session some time during 1957 to consider the parts of his "reform program" which had failed at the regular session.

In the meantime, public resentment over the scandals involving legislators and other public officials seems likely to increase.

DICK SMITH

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Stephensville, Texas

### ***Florida Constitution Draft Submitted to Legislature***

The 37-member Florida Constitution Advisory Commission completed its sessions early this year and submitted a recommended constitution and supplementary *Handbook* to the legislature, which adjourned June 8 without finishing its consideration of the commission's work. A special session will meet in the fall.

The draft follows the organization and content of the present constitution (drafted in 1885) very closely. The commission improved style, consolidated material and corrected errors in draftsmanship of the existing constitution but did not make extensive substantive changes. Members and former members of the legislature formed a substantial majority of the commission and much of their attention was directed to the attitude that the legislature might take on any proposed change.

A substantive change in the legislative

<sup>1</sup> Ronnie Dugger, "What Corrupted Texas," *Harpers*, March 1957.

article provides for a new system of apportionment in which the present fixed assignment of House seats to counties according to population rank (three seats to each of the five largest counties, two to the next eighteen, and one each to the remainder) would be replaced by a slightly more flexible method. Under the new plan each county starts with one seat and the counties are given additional seats on the basis of a gradually increasing population increment; the scale levels out at four representatives per 175,000 population and a county receives one additional seat for every 150,000 persons above this figure.

The plan actually does little to improve the present malapportionment; it would raise the proportion of the population required to elect a majority of the House from 17 per cent to slightly over 20 per cent. In the Senate the fixed number of single-member districts is raised from 38 to 42 and a requirement that any future reapportionment must include changes in the three smallest districts is added. Also added is a provision allowing the Supreme Court to reapportion in accordance with these provisions if the legislature fails to do so. Other than reapportionment, the most significant change in the legislative article is a questionable provision extending to interim committees the power to punish for contempt.

The executive article adds a lieutenant governor to the list of state officials but does not provide for duties of the office other than as successor to the governor. Very little was done towards the integration of executive organization and authority; numerous executive office boards and agencies are still constitutionally provided and the elective cabinet continues to hold most of the effective executive power. One provision does seek to assure that statutory boards shall act in an advisory capacity only, except when they are authorized to admit individuals to the practice of a trade or profession.

The judiciary article was not reported by the commission. In 1956 an amendment was adopted which completely revised the judiciary article, and it appears that only minor corrective changes will occur in this area for some time.

The local government features of the draft contain no great innovations, although home rule was discussed at some length in commission meetings. The one change that may produce real effects allows counties (for the first time in Florida) to enact ordinances having the force of law.

Substantial changes in the state's fiscal structure were almost completely precluded by the limitations of the commission's powers.

A publication requirement was added to the amendment article and a provision for popular initiation of amendments was adopted. The terms of the initiative provision (petition by 5 per cent of the electors of each of at least 45 of the 67 counties) would, however, partially annul the possibility of initiating an amendment on such a matter as reapportionment—the most crucial problem of governmental organization facing the state.

A rather serious omission from the proposed constitution is the provision for a constitutional convention. The unwillingness to incorporate this part of the old constitution into the draft seems to have resulted from deference to the legislature, whose insistence upon the exclusive right to control the substance of proposed constitutional change grows stronger year by year.

From the evidence afforded by the parts of the draft that have been considered by the legislature it is apparent that even such limited change as has been offered will meet with rough treatment at the special session. Some citizen groups have already indicated their disapproval of recent developments, and it is quite likely that difficulty will be encountered in securing acceptance at the

polls of article-by-article amendment if the present legislative trend continues.

WILLIAM C. HAVARD

University of Florida

### ***Amendments Proposed for Minnesota Constitution***

The 1957 Minnesota legislature approved three proposed constitutional amendments for submission to popular vote in November 1958.

One proposal is a revision and consolidation of existing constitutional provisions as to local government. The legislature would be required, in adopting a special law, to name the local government unit to which it applies; and unless otherwise provided by general law the special law could become effective only after its approval by the voters or the governing body of such unit. A special law could be modified or superseded by a later home rule charter or amendment, subject to the continuing authority of the legislature.

Procedural provisions relating to the adoption and amendment of home rule charters would be removed from the constitution and left to the legislature, including such matters as the majority required for approval of charters or amendments. The present constitutional provision is for a four-sevenths vote to approve a charter and 60 per cent to amend a charter. The legislature would also be permitted to prescribe the method of selection of charter commissions (now appointed by the district judges); it would also have the power to permit county home rule.

A second proposal would permit a state senator or representative to run for election to any office during his term, subject to his vacating his legislative office upon qualification for the second office.

The third proposed amendment would provide four-year terms for the governor, lieutenant-governor, secretary of state, treasurer and attorney general, beginning in 1963.

### ***Wyoming Joins Merit System Ranks***

The legislature of Wyoming recently adopted a statute creating a state personnel commission and bringing all state employees under its control. The law prescribes that the commission shall consist of the governor, a personnel director to be appointed by the governor and the assistant budget officer.

### ***Texas Studies Its Constitution***

Governor Price Daniel has signed House Concurrent Resolution No. 13 providing for a study of the Texas constitution, adopted in 1876. According to the resolution, the Texas Legislative Council is to undertake the study and make recommendations for a constitutional revision in light of present-day functions and needs.

The resolution provides that the Texas State Bar Association and all state institutions of higher learning are to give the council their aid and assistance, if requested to do so. The council is given a four-year period in which to complete the study.

A Citizens' Advisory Committee of eighteen members is provided, to be appointed as follows: six by the governor, six by the lieutenant governor and six by the speaker of the House of Representatives. These members are to serve without compensation and no travel expense is provided.

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### ***Many Interim Commissions In Minnesota***

Besides adopting the most laws of any session (986) the 1957 Minnesota legislature set up a record number of at least 25 interim commissions. These include a

(Continued on page 375)

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**County and Township***Edited by William N. Cassella, Jr.,  
and Victor Jones*

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## Urge Sacramento City-County Merger

### Report to Advisory Group Proposes a Borough Plan

A UNIQUE plan for the consolidation of local governments in the metropolitan area of Sacramento, California, has been prepared by the Public Administration Service at the request of an officially sponsored citizens' Metropolitan Area Advisory Committee.<sup>1</sup> The proposal calls for a merger of Sacramento County and the five cities within its boundaries, thus creating a new entity which would probably be called "Metropolitan Sacramento," and which would have all the powers and duties possessed by both a city and a county under California law.

The consolidated city-county government, serving an area of 985 square miles and a population of 425,000, would have a metropolitan council of eleven members, six of whom would be elected at large and five from boroughs. Sacramento's long-standing tradition of good administrative organization would be continued by the employment of a "metropolitan manager," an officer whose responsibilities would be similar to those of the present city and county managers. The existing city and county administrative departments would be merged into a unified structure under the metropolitan manager, who would be appointed by a majority vote of the metropolitan council.

The area-wide government thus created would have full authority to provide all necessary local services and controls. The unitary nature of the resulting con-

solidation would be modified by the installation of a "borough" system of representation. The county would be divided into five boroughs of roughly equal populations. Not only would five of the eleven metropolitan council members be elected from the boroughs, but also each borough would elect its own council. Initially the borough councils would act primarily as advisory links between the people and the metropolitan council. Any recommendation or request on the part of a borough council would automatically be placed on the agenda of the metropolitan council for discussion and possible action. In addition, each borough council member would serve as his area's representative on one of the metropolitan government's five major commissions—the planning, parks and recreation, health and welfare, public works, and public safety commissions.

The boroughs would also provide channels for administrative decentralization of the metropolitan government. The metropolitan council would build a sub-city hall or sub-civic center in an appropriate location within each borough. A borough administrative officer, attached to the office of the metropolitan manager, would be located in each borough center, along with the branch offices of the other major metropolitan departments, such as fire and police.

#### Delegation of Functions

In addition to their advisory functions, the borough councils could, at the discretion of the metropolitan council, be given administrative responsibility for delegated functions. The metropolitan council might, for example, give the borough councils responsibility for detailed zoning and for hearing zoning appeals. The borough councils might also be requested to build and operate com-

<sup>1</sup> *The Government of Metropolitan Sacramento*, Chicago, Public Administration Service, 1957, 261 pages.

munity centers, branch libraries, nursery schools, youth centers and other local projects. The finances of delegated functions and the details of delegation would be controlled by the metropolitan council.

This interesting proposal for borough government represents a move to implement a California constitutional provision which has lain unused for many years. As it now reads, the language of article XI, section 8½ of the California constitution permits the charter of a consolidated city-county to provide for:

The establishment of a borough system of government for the whole or any part of the territory of said city and county, by which one or more districts may be created therein, which districts shall be known as boroughs and which shall exercise such municipal powers as may be granted thereto by such charter, and for the organization, regulation, government and jurisdiction of such boroughs.

This constitutional authorization, and a similar one relating to charter cities, provides an opportunity for introducing an element of flexibility into California's municipal government. Although no borough plan has ever been put into effect in California, many of the urban unincorporated communities are beginning to explore the possibilities of doing so. Local governmental study groups will no doubt look with great interest on this concrete proposal tailored for the Sacramento area.

#### Transition Period

In order to ease the jolt of consolidation, the report urges that the first set of at-large metropolitan council representatives be drawn from among the incumbent members of the county board of supervisors and the Sacramento city council. Each of these bodies would select three of its members to serve on the metropolitan council for a two-year term. Each of the other councilmen and supervisors would be eligible to file for

election to the post of metropolitan councilman representing the borough in which he resides. Thus the background and knowledge of experienced city and county legislators would be drawn upon, especially during the crucial early period of the merger. It is also probable that incumbent officials will offer less resistance to consolidation as a result of this transitional arrangement.

#### Tax Differentials

Another key feature of the suggested plan would permit differential taxation of various areas on the basis of services received. The charter would provide for a "metropolitan service area" covering the whole county, within which a uniform tax would be levied sufficient to finance the minimum area-wide services provided (courts and jails, health and welfare, roads, and mosquito control, for example). In addition, an "urban service area" would be outlined on the basis of population density and land use. The urban service area would constitute a special assessment district for levying the additional taxes necessary to finance many of the municipal-type services required by the urban population. Among these services would be city streets, traffic control, parking, urban police protection and urban fire protection.

A third group of services would be paid for by means of user charges (water, sewerage, garbage collection and transit service, for example). This three-way system of differential taxation and service charges was devised in order to insure that the costs of government under the plan for consolidation might be distributed in an equitable manner, thus protecting the rural and agricultural areas against an excessive burden.

The fate of most of the county's 157 special districts which serve the urban unincorporated area would be left to the discretion of the metropolitan council. The report apparently assumes that many if not all of the districts would gradually

be absorbed by the metropolitan government (excluding school districts and area-wide districts). No special provision is made for the three small towns lying outside the urbanized area surrounding the city of Sacramento. These municipalities would simply be absorbed by the metropolitan government.

The plan for consolidation does not include the public school function, an understandable omission, in view of the traditional autonomy which California school districts enjoy. The report does, however, suggest that the state-sponsored program of school reorganization should be continued until all the districts in the county have been "unified" so that only one school district will be operating in any one area, providing education for all levels from kindergarten through junior college.

The whole report is based on a thorough study of the existing governments now operating in the Sacramento County area, and the results of the survey are detailed in a series of appendices, maps and tables, giving a clear picture of the present structure. A total of 208 local governmental units are active in the Sacramento area—one county, five cities, 45 school districts and 157 other special districts. The governmental results achieved by this profusion of units were found by the PAS survey to be highly unsatisfactory, both in the urban unincorporated communities and with respect to many functions requiring area-wide treatment, such as regional planning.

The fragmented governmental pattern has resulted in uneven services and financial inequalities. An investigation of seven representative tax code areas, for example, showed a variation from \$327 to \$409 in the total cost to the average household of property taxes and service charges. Interestingly enough, the low figure of \$327 was found in the city of Sacramento, where the service levels are highest.

The heavy reliance which unincor-

porated areas place on the special district device as a means of obtaining governmental services drew strong criticism from the PAS report. It was pointed out that the districts are often inefficient, costly, undemocratic, confusing to the citizens and disruptive of attempts at over-all planning.

Overshadowing all these assorted ills is the critical failing of Sacramento's governmental structure—the absence of any area-wide legislative body to look after and serve the area-wide community of interest which encompasses every portion of the metropolitan region.

The PAS report sees city-county consolidation as the only solution which could remedy all governmental faults. It observed:

This county is an historical, economic, cultural and aesthetic unit. Consolidation is the only alternative that will make it a political unit. Full governmental unity will, in turn, guarantee the full development of the area's economic, cultural and aesthetic potentialities.

The proposal for consolidation is now being studied by the Sacramento Metropolitan Area Advisory Committee.

STANLEY SCOTT

Bureau of Public Administration  
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## Simplified County Home Rule Urged

EDITOR'S NOTE.—The article below, by STUART MCGREGOR, associate editor of *The Dallas Morning News*, is reprinted with permission from the *News*.

A job awaiting legislature is the re-writing, and submission to the people, of the county home rule provision of the state constitution. This provision (Article IX, Section 3) was submitted by the 43rd legislature in 1933 and adopted by the people on August 26 of that year.

It was hailed with enthusiasm at the



time. It was supposed to open the way for inauguration of progressive county government in Texas, but it has turned out to be a dead letter. (A lot of dead letters, to be precise, for it is more than 2,500 words long.) After dedicating it to more "efficient county government," the legislature produced a rather inefficient constitutional basis for procedure.

This amendment provides for home rule government in any county with 62,000 or more population by "the then last federal census," provided its citizens favor such a change in election. There are now sixteen counties that showed 62,000 or more population by the census of 1950. It is also provided that any county of less population may adopt a home rule charter by vote of its people, provided legislature first gives its consent by a vote of two-thirds of the total membership of both Senate and House.

Under the home rule charter, a county would be enabled to continue with its county commissioners court as now constituted, or it would be able to adopt an entirely different pattern of government.

The amendment leaves considerable latitude in this matter but provides that "the governing body shall be elective."

This section also provides for consolidation of incorporated places with one another and sets up detailed plans for elections so that no place may be coerced into consolidation without a favorable vote of its citizens.

Authorities on county government and constitutional laws have widely decried this provision as unworkable. Its chief weakness is its great detail which came from the amount of compromise that had to be written into it to insure legislative approval.

A better amendment should be written and submitted to the people. The present form of county government in Texas has fallen far behind the times. Until a modernized form of county government is authorized by a practicable amendment, the problems of county government, including conflicts between county and city governments, will increase.

### ***Five-County Regional Planning Group Created***

A regional planning and developing commission for the Minneapolis-St. Paul metropolitan area was created by the 1957 Minnesota legislature. The metropolitan area as defined by the act includes the counties of Hennepin, Ramsey, Anoka, Dakota and Washington, with the option that other contiguous counties may be added later.

The 27-member commission is broadly representative of the various governmental units in the area with two representatives each from the cities of Minneapolis and St. Paul, six from suburban municipalities (one for each 50,000), one from each county, two from towns, one from school districts and one from each public corporation (airport commission and sanitary district at present). Seven members representative of private citizens and groups interested in regional

(Continued on page 369)

### ***Knoxville — Knox County Charter Board Appointed***

A second metropolitan government charter commission has been established in Tennessee under 1957 enabling legislation.<sup>1</sup> The mayor of Knoxville and the chairman of the Knox County Commission have each appointed five members to the metropolitan charter board, which organized June 6 with Howard P. Preston as chairman and Mildred Doyle as secretary. The commission will draft a charter for a city-county government to be approved by popular referendum.

<sup>1</sup> See the REVIEW, April 1957, page 206.

**Proportional Representation** . . . *Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

## Cincinnati, Worcester and the Irish

By 'His Worship' CHARLES P. TAFT  
'Lord Mayor' of Cincinnati

THE breath of Ireland passed over Cincinnati a few weeks ago (as I suppose it hovered near Worcester) when the Right Honorable Robert Briscoe, Lord Mayor of Dublin, was greeted at lunch by the Associated Irish Societies and at dinner by the American Friends of Hebrew University, Jerusalem.

It was confusing a bit for sure, like the lady who asked at the bookstore for "A Piece of Mind," by Rabbi Sheen. The invoking priest at Boston was not far off when he prayed the Lord Mayor might be protected from professional Irishmen, whose excessive ministrations of the Jewish-Irish theme might be expected to produce "leprecohens" and green beards on Moses.

But the Lord Mayor was not confusing when he talked about city government. He should have done it more often during his trip and, for all his very proper disclaimers of knowledge of the American scene, it was a breath of fresh air and encouragement for the manager-P.R. [proportional representation] cities that are so continuously belabored by professional politicians.

Mayor Briscoe spoke out forthrightly for city manager government. It was adopted at first, he told us, for the three largest cities of Eire, and worked so well that it is now available for all local subdivisions in Eire, including counties.

"The manager," he said, "leaves all policy and financial questions to the corporation (the city council) and when they make the decision, he carries it out." The manager as well as all employees are

in the competitive civil service as a career.

The municipal subdivisions also have proportional representation for the election of their councilmen, not the disastrous "list" system of Germany or the peculiar but similar arrangement in France. The Irish P.R. is the single transferable ballot like ours in Cincinnati, yours in Worcester and Cambridge under Plan E, and the Australian and Tasmanian system.

This single transferable ballot is also used in the elections to the Dail Eireann, the Irish Parliament. It produced, at the last Irish election, not the bloc votes of the discredited French or German systems, but a clear majority for de Valera.

### They Just Like P.R.

There is none of this nonsense in Eire about your right to have your vote count for nine or seven candidates (and elect none of them!).

There is no Irish hooey about lotteries (although we hear less of this in Cincinnati since we recounted 153,000 ballots with a change in result of only 25 votes for the last candidate elected).

There was just the simple statement that they in Dublin like P.R. because in justice it provides that minorities are represented by councilmen of their own choice.

This visit of Irish common sense from a great Jew came at an important moment in Cincinnati, four days before our Ohio Supreme Court ordered us to have another vote on P.R., the fifth in twenty years and the second in three.

So next fall we'll have another wild swinging battle of misrepresentation against a system that has produced uniformly good and representative councils for 30 years; against a system that has made possible a majority coalition which would probably yield to minority government if the machine politicians win; and a system which at the moment is leading the reconstruction of the body and the inspiration of the soul of our whole community.

#### **Background of Battle**

Why this battle again? It is certainly significant that in May our Cincinnati papers have been carrying the story of the prosecution for income tax fraud of the agent of our last previous Republican "boss," and of his late widow. The lawyer for the estate of the "boss" was the present Republican "boss." It appears from the records that those who did business with the parts of our local government related to the deceased "boss," found it desirable to patronize his insurance agency. The testimony about his widow's estate is a fantastic tracery of bonds in fictitious brokerage accounts and in obscure charitable transactions.

#### **A General Move**

The present public officials and others who are attacking P.R. are also engaged in a series of interrelated moves to discredit the city manager and administration in various areas, while their affirmative activity in promoting our civic progress is certainly less observable.

So the Honorable Lord Mayor who was also Right, came at a fortunate moment. The Irish charm of his Jewish civic patriotism will linger over us till our autumn victory. Pray for us, Worcester.

(Although he humorously tickets himself above as "His Worship," and "Lord Mayor," Charles P. Taft is, of course, the very American mayor and first citizen of one of our most important cities. A

member of one of America's most distinguished families, he has long been in the forefront of Cincinnati's fight for good government of the city manager—P.R. pattern.)

Reprinted with permission from the *Worcester (Massachusetts) Telegram* of May 19, 1957.

### **Cincinnati to Vote on P.R. Retention**

A referendum on retention of proportional representation for the election of the city council will be held in Cincinnati on September 30. Council was ordered to place the question on the ballot by a mandate of the Ohio Supreme Court, which held that this was required by repeal petitions which had been filed, despite irregularities in the submission. Date of the election was set by council after the board of elections, upon advice of the secretary of state, ruled it could not comply with council's request to conduct the special P.R. election on September 23, when the polls would be open for registration of voters for the November election. Council had made the request in order to save part of the expense of the special election.

The Charter majority in the council was able to defeat an attempt by the minority and the repeal supporters to set the election for August 6. It also phrased the question in a fairer way than had been the case in the four previous repealer attempts. The ballot will read: "Do you want to change the charter of the city of Cincinnati so as to substitute for the present method of electing members of city council, adopted in 1924, a method of electing by plurality vote among an unlimited number of candidates?" In earlier repealers the question had called for abolishing P.R. and adopting in its place a nonpartisan, rotating ballot marked with X's. P.R. being a

rotating, nonpartisan ballot itself, the question was confusing.

FOREST FRANK

*Executive Director*

Cincinnati City Charter Committee

### **Denmark Holds P.R. Election**

Slight changes in the relative strength of the contending parties in the Danish parliamentary election of May 14, 1957, forced a realignment of the governing coalition led by Premier and Foreign Minister H. C. Hansen. Denmark elects its single-chamber legislative body, known as the Folketing, by a list system of proportional representation.

The Social Democratic party, to which Mr. Hansen belongs, continues as the largest of the seven parties that contested the election obtaining this time 39.4 per cent of the votes cast. This was somewhat less in proportion than before although the actual number of votes obtained was greater than at the 1953 election, there having been an increase of 100,000 in the number of eligible voters and an increase of from 80.5 to 82.5 per cent in the proportion of those eligible who participated. Consequently the Social Democrats lost four of the 74 seats they held in the outgoing Folketing, leaving the coalition of the outgoing government with exactly the same number of seats as that of the parties who formed the governing coalition in 1950-53.

Formation of a new governing coalition was achieved by the Single Tax party joining with the Social Democrats and the Radical Liberals instead of with the two parties with which it had been allied in 1950-53, with the result that Premier Hansen resumes his offices in the government, although the cabinet is differently constituted.

Only two parties gained in the redistribution of Folketing seats resulting from the election: the Agrarian Liberals and the Single Tax party each added three to its Folketing delegation, a performance particularly remarkable for the small Single Tax party. The Conservatives, the Radical Liberals and the German Minority party won the same number of seats as they had held previously. The Communists, the only party to register a smaller number of votes than in 1953 (a decline of 20 per cent), cast only 3.1 per cent of the vote and obtained six seats, a loss of two. The results of the election are summarized in the accompanying table.

### **Canadian Elections Show Misleading Results**

The June 11 elections for the Canadian Parliament produced some unusually misleading results. The loss of a parliamentary majority by the Liberal party, the membership of which dropped from 170 to about 105, and the fact that the

ELECTION OF DANISH FOLKETING, MAY 14, 1957

<i>Party</i>	<i>Votes Cast</i>	<i>Percentage of Votes</i>	<i>Seats Won</i>	<i>Percentage of Seats</i>
Social Democratic	910,438	39.4	70	40.0
Agrarian Liberal	578,559	25.0	45	25.7
Conservative	383,974	16.6	30	17.1
Radical Liberal	179,659	7.8	14	8.0
Single Tax	122,801	5.3	9	5.1
Communist	72,312	3.1	6	3.4
German Minority	9,201	0.4	1	0.6
Independents	52,913	2.3	0	0.0
	2,309,857		175	

Conservative membership rose from 51 to about 109<sup>1</sup> leave the impression that the people completely repudiated the Liberals. The fact is, however, that 10 per cent more people voted for the Liberals than for the Conservatives; it was the use of single-member districts and plurality election that gave the Conservatives a parliamentary edge to which they would not be entitled on the basis of the popular vote and any type of proportional representation.

The *New York Herald-Tribune* on June 12 reported the vote from about 94 per cent of the districts as 2,509,998 Liberal, 2,378,632 Conservative and 1,277,447 other parties. It also showed the voting by provinces. In Manitoba, Saskatchewan, Alberta and British Columbia the lesser parties polled more votes than either of the two major parties. In Canada as a whole the Cooperative Commonwealth Federation—generally considered Socialist—obtained 25 seats, and the Social Credit party 19. There were also two independents, as well as two Independent Liberals and an Independent Conservative.

The Liberal popular vote was about 41 per cent of the total and the Conservative vote nearly 39. In the last previous election the corresponding percentages were 49 and 31. The Liberals obtained 64 per cent of the seats—a very disproportionate number. They now have a smaller percentage of seats than of the total vote, and the reverse is true of the Conservatives.

As the total membership of Parliament is 265, the Conservatives lack a majority by a substantial margin. They may be aided by the Social Credit party but the CCF seems somewhat more likely to aid the Liberals.

<sup>1</sup> Reduced from 110 by a death. The numbers of seats are subject to slight change because of late receipt of soldier votes or of possible recounts.

## COUNTY AND TOWNSHIP

(Continued from page 365)

planning and development will be appointed by the governor. Of the citizen members at least four must be residents of Minneapolis and St. Paul.

As an advisory body, the commission is to assemble and analyze basic facts essential to solution of local and area-wide problems, prepare a "guide plan" for future development of the metropolitan area, assist and advise local units on planning problems and promote local planning coordination.

Financial support of the commission will be provided by an ad valorem tax levy which may not exceed one-tenth of one mill on each dollar of assessed valuation. The commission is authorized to supplement the levy by private gifts and grants from federal and other governments.

The legislation creating the commission had the support of both official and unofficial groups including the League of Minnesota Municipalities and Citizens League of Minneapolis and Hennepin County.

### **Los Angeles County Creates New Assistant CAO Post**

A unique position in county government was created recently in Los Angeles County. The basic responsibility of a new assistant county administrative officer will be the supervision of contractual relationships which the county has with municipalities. In addition he will serve as chief trouble shooter in a wide range of city-county contacts.

The first occupant of the post is Robert T. Anderson, former city administrator of Lakewood, California. The city of Lakewood obtains all its municipal services through contracts with Los Angeles County. The county renders one or more municipal-type services to most of the cities in the county.

**Taxation and Finance***Edited by Jackson Phillips*

## Seek to Broaden Local Bond Market

### Bills Before Congress Would Stimulate Sales

**T**WO kinds of legislation have been introduced in Congress during the current session aimed at broadening the demand for bonds issued by state and municipal governments. One, a highly controversial measure, would authorize commercial banks to underwrite and deal in revenue bonds issued by state and local governments; the other, over which relatively little controversy has been manifested, would permit establishment of investment trusts based on tax-exempt bonds of state and local governments.

The bill to authorize commercial banks to underwrite and deal in revenue bonds was introduced in similar forms in the Senate and in the House. Its proponents say it would lower interest rates on revenue bonds and thus effect a substantial savings to state and local units. Commercial banks are authorized to deal in general obligation bonds under present law, but are forbidden to deal in bonds which are backed only by earnings from governmental enterprises. Senator Joseph S. Clark, who introduced the new bill in the Senate, contended that "a limited number" of investment dealers have a monopoly on underwriting revenue bond issues. Representative William A. Barrett, who introduced the bill in the House, is said to recognize the opposition to the bill but hopes to have it up for active consideration this year.

Opposition to similar measures in the past has been led by certain underwriting groups and has been expressed by certain bank regulating agencies. Significantly, both the legislative leaders introducing the bill this year are from Penn-

sylvania, where in the last three years 71 revenue bond issues amounting to over \$334 million have been offered.

The investment trust bill is similar in purpose to a tax-exempt fund recently approved by the Treasury for use by the firm of Ira Haupt and Company. The Haupt fund, known as the Municipal Investment Trust Fund, will issue participation certificates to the investing public and give investors an opportunity to buy small amounts of municipal bonds and have diversified investments at the same time. Purchasers will enjoy the tax-exempt feature of municipal bonds, since the dividends of the fund, like the underlying bonds, will be exempt from federal income taxes. The hope behind the idea is that it will foster a wider market for bonds of state and local governments and therefore result in a lower interest cost.

The Municipal Investment Trust Fund resembles those proposed in the bills before Congress but is more limited in scope. It will be of the fixed-trust type, while those proposed will not, that is, the portfolio of the fund will be established in advance of the sale of the participating certificates and will not be changed thereafter. The shares of the fixed-trust fund will be known as participating certificates, not mutual fund shares. The certificates will be subject to sale back to the sponsor at market value, and the fund would be diminished by that amount unless the certificates were resold by the sponsor elsewhere. In no event would there be any continuing sale of new certificates by the sponsor as in the case of open-end mutual funds. The Haupt fund would not employ special counsel to manage the fund; thus there would be no continuing management fee as in the case of mutual fund companies.

The Treasury ruling confirming the



legality of the Haupt fund stressed that the trustees "will have no power to reinvest in additional bonds," that "the Municipal Investment Trust Fund, Series A, does not constitute an association taxable as a corporation for federal income tax purposes," and that interest on the fund municipal bond holdings "will not constitute taxable income to the trustee or to the certificate holders." The fund, according to present plans, will begin with 5,000 participating units, corresponding to a total investment of \$5 million. From 25 to 50 issues are expected to make up the first portfolio.

The proposed congressional legislation along these lines would permit establishment of funds with broader powers than those permitted in the Haupt fund approved by the Treasury.

### ***One City in Four Uses Capital Budget***

Only one city in four in the United States plans its capital investment ahead with a separate capital budget, according to the *1957 Municipal Year Book*, published by the International City Managers' Association.

Of 792 cities over 10,000 population, 198 have capital budgets. In 156 of these the planning board or agency either prepares or reviews the proposals.

Capital reserve funds for financing public improvements are maintained by 208 of the cities over 10,000 in population. Eighty per cent of these are under 50,000 in population.

### ***New York City Realty Tax Cut in Prospect***

A two- or three-cent reduction in the New York City basic real estate tax rate now appears a possibility for the coming fiscal year, beginning July 1, 1957. This would be the first reduction in the basic rate since World War II. In the immediate postwar period the city's basic rate was \$2.89 per \$100 of assessed valua-

tion and total assessed valuation (for 1947-48) was \$16.9 billion. The rate climbed steadily in the postwar period and for the current fiscal year the basic rate is \$4.02 per \$100 of assessed valuation. According to the City Tax Commission, total realty value is now at a record high of over \$21.9 billion. The city council, on recommendation of Comptroller Lawrence E. Gerosa, will fix the basic tax rate for 1957-58 by June 25.

### ***States Change Gasoline Tax Rate***

Three states have enacted gasoline tax rate increases and two have scheduled decreases so far this year, according to a survey by the National Highway Users Conference. Altogether fifteen states have been asked to consider gasoline tax rate increases.

The rate in Indiana was increased from four cents to six cents per gallon effective March 15. South Dakota's increase is from five cents to six cents per gallon, effective July 1. Utah increased its rate from five cents to six cents, effective May 13. The revenue from these increases is to be distributed in the same manner as under previous tax rates, but in each case the increases were apparently stimulated by increased needs for federal aid matching requirements. The additional annual net revenue from the increases is estimated at \$30 million for Indiana, \$2.3 million for South Dakota and \$2.8 million for Utah. Special fuel tax rates were increased also in the three states and are the same as the gasoline tax rate. Wyoming increased its tax rate on special fuel from four cents to seven cents, effective April 1.

Montana and Pennsylvania have scheduled gasoline tax reductions. On January 16, 1958, Montana's tax rate will decline from seven cents to six cents, and on June 1, 1957, Pennsylvania's rate declined from six cents to five cents.

(Continued on page 386)

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**Citizen Action** . . . . . Edited by *Elsie S. Parker*

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## Boulder Citizens Organize

### New Group to Support Qualified Candidates

A GROUP of citizens interested in good government has organized The Association of Boulder Citizens.<sup>1</sup> It is hoped that an organization of this kind will provide a continuing body for the study of public issues, the publication of information, support for nonpartisan officials and the support of qualified candidates.

Boulder has been experiencing "growing pains," with the usual problems which arise from the rapid expansion of municipal facilities into new subdivisions. It has a small fringe area which wants municipal services but which has been reluctant to annex to the city. A large number of new citizens have felt that they have not been adequately represented in the municipal government and some of them have been critical of council-manager government.

Under the by-laws of the new organization, active membership is open to residents of the city and associate membership to those living outside. Dues have been set by the executive board at one dollar a year. The executive board consists of seven members elected by the membership, who shall elect from among their number a president and vice president and who shall elect a treasurer and a secretary from the active membership. An advisory board of not more than 25 members is provided.

The executive board may endorse candidates and support issues if its decision, with a quorum present, is unanimous. If the vote of the board is not

unanimous, the matter goes to the advisory committee for decision by majority vote.

Members of the by-laws committee were Dayton D. McKean, chairman, William A. Grelle and Judith Papa-christou.

President of the new organization is Richard N. Black, a building contractor.

WILLIAM A. GRELLE

Bureau of State and  
Community Service  
University of Colorado  
Extension Division

### Student Elected to City Council

According to a story in the *Bulletin* of the Citizenship Clearing House, affiliated with the Law Center of New York University, Charles B. Marshall, a Northwestern University political science graduate student, was elected to the Evanston (Illinois) city council. Says the *Bulletin*, "The fact that he was elected as a student, however, is not the only unusual feature of his campaign and victory."

"The campaign for a seat on the Evanston city council was at least indirectly a result of student Marshall's desire to inform himself about local government and politics. As a part of a readings course in this field, he was assigned a paper on problems involved in winning local elections, with the focus to be on Evanston's eighth councilmanic ward.

"Marshall, going beyond the formal academic requirements, began to campaign for office in that ward in January 1957. His was a scientific campaign, but not so scientific that he neglected to make 2,500 personal calls on residents of the voting district.

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<sup>1</sup> See the REVIEW, May 1957, page 262.

"Fellow political science graduate student Aubrey Forrest served as campaign manager. Forrest, too, was taking the same readings course and was doing a similar paper on voting behavior for the whole of the city of Evanston.

"Councilman Marshall is a candidate for a Master of Arts degree in political science—a campaign he confesses he has not yet won. He intends to enroll in law school next fall and to combine his city politics with acquiring a legal education."

### **Citizens Union Reports on Busy Year**

EDITOR'S NOTE.—The note below is made up of excerpts from the 1956 Annual Report of Milton M. Bergerman, chairman of the Citizens Union of New York.

The task of a general civic organization is to try to see that public officials do a good job of municipal housekeeping. As any housekeeper will tell you, housekeeping on the family level is not always a glamorous job; and the same is true of municipal housekeeping. But it has to be done in both cases.

We are, I believe, the only civic organization whose executive committee meets once a week; and the committee almost invariably has before it a substantial calendar of matters that are, or should be, the concern of the average citizen. The spadework is done by standing and special committees.

In the early months of the year, an experienced committee on legislation meets once a week to pass on bills at Albany which affect New York City and our executive secretary [George H. Hallett, Jr.] goes to Albany each week. Last year we helped to secure compulsory automobile insurance; a new law drafted by our oldest active member, Albert S. Bard, to empower cities to take special steps for the protection of historic and aesthetic sites; and two important steps forward in reducing discrimination in housing. In city legislation, which we

also follow systematically, we were in the forefront of the finally successful drive to secure permanent personal registration.

In the summer and fall, a hard-working committee on local candidates makes scores of visits and puts in numerous evenings investigating candidates for local offices and preparing a *Voters Directory* which is widely distributed. Throughout the year, special committees study particular subjects like fiscal affairs and management, city planning, traffic, air pollution and juvenile delinquency, and report to the executive committee.

### **Court Reorganization**

A special committee made a careful study of the court reorganization plan proposed by the State Temporary Commission on the Courts. We decided to give the plan strong support, in the interest of providing a more flexible, efficient and well administered system. Despite almost unanimous support from the disinterested general public, the plan ran aground on the political shoals at Albany. We hope it will be refloated next year on the full tide of an aroused public opinion and brought safely into port.

We carried on our suit to remove a newly-appointed director of purchase on the ground that he lacked the charter qualifications for his job. The courts finally decided that the new director had "minimal qualifications." The Appellate Division, however, commented tartly on the "perfunctory" manner in which the appointing officer, the city commissioner of purchase, had investigated his appointee's qualifications; and the Citizens Union was praised in the court's opinion for having performed "a salutary service" in throwing the light of publicity on the matter. In another legal battle, we are still litigating the question of whether the city should be compelled to pay Bronx Borough President Lyons an additional \$20,000 in salary for services

during his first term, twenty years ago, when almost everybody was taking economy cuts. Lower courts have held he was paid in full, without any cut. We are awaiting a final decision by the Court of Appeals.

We studied the trade waste removal problem. A special committee looked into the plans for redeveloping Washington Square, and we now have another special committee studying the Lincoln Square redevelopment plans. We looked into the question of summer sessions of the courts, and came to the conclusion that they had demonstrated their usefulness and should be continued. We opposed creating more judicial posts in New York City, at least until courts are reorganized, so that the public may be in a position to judge whether the need is for more judges or for a more efficient judicial system.

Our role is that of trying to express the views of the disinterested citizen in respect of public affairs. Public officials may sometimes not like what we say, but you would be surprised to know of the number of officials who welcome and even solicit our support for their plans. We invariably try to give them the co-operation they ask for when we think their plans are in the public interest.

### **LWV on Constitutions**

At conventions held this spring, various state Leagues of Women Voters pledged to work for revised state constitutions.

The current agenda of the League of Women Voters of California for 1957-59 includes an item for "A study of the state constitution to determine the need for and methods of revision." Scope of the study includes: "(1) What are the standards for a good constitution? (2) Does the California constitution conform to these standards? (3) If the revision is necessary, what method should be used?"

The League of Women Voters of Michigan decided to "Work for a favorable vote in 1958 on the question of calling a constitutional convention."

The New York State LWV voted to "Work to promote citizen understanding of the function, procedures and responsibilities of a constitutional convention in New York State."

The theme of the banquet program at the convention of the League of Women Voters of New Jersey was "The Tenth Anniversary of the New Jersey State Constitution." The six-year struggle to obtain revision in New Jersey was described by John E. Bebout, assistant director of the National Municipal League (on leave) and associate director of the New York Temporary State Commission on the Constitutional Convention. Other speakers took part in the panel discussion led by Mrs. John Barus, former state president of the LWV.

### **Supports Planning Body**

The City Club of Chicago has endorsed Illinois House Bill 701, which provides for a Northeastern Illinois Metropolitan Area Planning Commission.<sup>1</sup>

### **New Organizations**

A statewide organization, to be known as the Citizens Committee for Judicial Amendment, has been formed in Illinois, with offices in Chicago. It will campaign for the Bar Association's judicial plan. Henry Pope, Jr., president of Bearbrand Hosiery Company, is president.

Citizens of Glastonbury, Connecticut, have formed a Council-Manager Association, to work for adoption of the town manager plan. John C. Cruickshanks is secretary of the organization.

The Jackson County (Kansas City, Missouri) County Charter Petition Committee has opened headquarters and its general chairman, William E. Kemp, former Kansas City mayor, has called

<sup>1</sup> See page 376, this issue.

for organizations and individuals to work in obtaining signatures to place the election of a charter commission on the ballot.

### **Main Street 1969**

"Main Street 1969" was the theme of the 1957 National Citizens Planning Conference of the American Planning and Civic Association, held June 11-12 at Little Rock, Ark. Purpose of the conference was "to communicate to the businessman (in particular) and the citizen and the professional a clear concept of the forces at work that will be creating the Main Streets of the future." The conference theme was based on the fact that in 1969 the proposed 41,000 miles of interregional expressways are scheduled for completion. Two Main Streets were under consideration—the interregional expressways themselves and the actual town commercial district.

### **Conference on Politics**

A College Conference on Practical Politics, sponsored by the Citizens of Greater Chicago (composed of 280 local civic organizations) in cooperation with De Paul, Loyola, Northwestern and Roosevelt Universities, the Universities of Chicago and of Illinois, and Wright Junior College, was held May 18. Subject of the conference was "The Illinois Legislature 1957." Speakers included a senator and two representatives from the legislature, a lobbyist and the executive director of Citizens for Greater Chicago.

Attendance was limited to 35 top political science students from the seven universities.

### **Strictly Personal**

The Board of Trustees of the Municipal League of Seattle and King County has reelected Harold S. Shefelman as its president. Mr. Shefelman was first elected a year ago to the organization's presidency.

The Citizens' Plan E Association of

Worcester, Massachusetts, has elected Richard B. Wolf as president. Mr. Wolf, long an active supporter of Worcester's Plan E charter (council-manager plan with proportional representation for election of council and school committee), succeeds Robert F. Campbell, who has accepted a position in Washington.

The Board of Directors of the American Council to Improve Our Neighborhoods has elected Roy W. Johnson, executive vice president of the General Electric Company, as president.

Dr. John M. Swarthout, chairman of the Department of Political Science of Oregon State College, has been chosen associate director of the Citizenship Clearing House. Dr. Swarthout will be on leave of absence from the college for the academic year 1957-58. The national program of the clearing house is to encourage participation by college men and women in community political life.

### **CITY, STATE AND NATION**

(Continued from page 361)

fifteen-member commission to study the state's lower court system and also the most feasible method of handling claims against the state; one of six members to study the election laws of the state; and six of ten members each to study the following: laws relating to the incorporation and change of boundaries (including annexation procedures) of cities and villages, and laws granting special powers to so-called urban towns; legislative procedure, including the committee system; laws relating to programs administered by the Department of Public Welfare, except correction programs; highway laws and water pollution.

The commissions include senators and representatives in their membership, and the one concerned with the courts also includes five Bar Association members to be appointed by the chief justice of the State Supreme Court.

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Researcher's Digest . . . . . Edited by Thor Swanson

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## Northeast Illinois Group Makes Report

### Metropolitan Plan Agency Proposed for Chicago Area

THE Northeastern Illinois Metropolitan Area Local Governmental Services Commission, created by the 1955 Illinois General Assembly to study problems of the Chicago area, has reported to the 1957 legislature.

Of the 21 members of the commission, five were appointed by the president pro tempore of the state Senate, five by the speaker of the House, five by the governor and one by the mayor of Chicago. The other five represented each of the five counties in the area. Legislation incorporating commission recommendations has been sponsored by the commission chairman, Representative Paul J. Randolph of Chicago, and the vice chairmen, Senator Arthur J. Bidwell of River Forest and Representative Joseph Lelivelt of Maywood. Leverett S. Lyon, chairman of the executive committee of the Chicago Association of Commerce and Industry, has served as the commission's executive director. The commission published three reports.

The first report, *Governmental Problems in the Chicago Metropolitan Area* (edited by Leverett S. Lyon, University of Chicago Press, 1957, 283 pages, \$8.00) is a symposium of papers presented to the commission by distinguished authorities on various aspects of metropolitan problems. These include a discussion of the national setting and the general issues, a general treatment of Chicago metropolitan problems and a description of what certain other areas have done. A chapter is devoted also to each of the following: surface drainage, water supply, sewage disposal, refuse disposal, school

buildings and education, public welfare, public health, medical care, transportation, police service, fire protection, planning and revenue.

The second report is a *Summary of Hearings by and Report to the Northeastern Illinois Metropolitan Area Local Governmental Services Commission* (February 1957, 44 pages). This includes summaries of reports made to the commission by Public Administration Service and the Metropolitan Housing and Planning Council of Chicago, and suggestions submitted by local and state officials and civic groups.

The third report, *Recommendations of the Northeastern Illinois Metropolitan Area Local Governmental Services Commission* (March 1957, 25 pages) contains the proposals which the commission believes should be the basis of legislative action. Recognizing the wide range and complexity of the area's problems, the commission concentrated its attention on drainage and flood control, water supply, and refuse and garbage disposal, developing recommendations in these functional areas.

In addition the commission recommended establishment of a permanent metropolitan planning commission. "In conducting its hearings and in studying the reports made by its consultants, the commission has been impressed by the fact that the northeastern Illinois metropolitan area appears to have been unprepared for the service problems that have come to the area as a result of its growth. Organization for the solution of . . . problems . . . has been inadequate. The commission finds that this inadequacy is attributable in part at least to the absence of a coordinated planning effort. An important first step towards the solution of area-wide problems is competent area-wide planning.



"An appropriate way to achieve the area-wide planning . . . is through the creation of a permanent locally financed Northeastern Illinois Metropolitan Area Planning Commission for the counties of Cook, Lake, Du Page, Will, McHenry and Kane. Such a commission should have responsibility for the preparation of a generalized development plan which could serve as a frame of reference for the local units of government within the area. The commission should be able to advise local units on the relationship between localized needs and the over-all needs of the area. . . . The commission should serve as the staff agency for the smaller units of government for which planning departments or commissions are not feasible."

The commission stated: "We believe that successful implementation of such planning may be dependent to a considerable degree on an expansion of the responsibilities and of the authority of county governments. The counties have potential as effective entities in the performance of governmental services in metropolitan areas. That potential should be developed."

Specific recommendations called for the strengthening of the planning function of county government, authorization for counties to establish minimum building, zoning and subdivision standards, and assignment of authority to counties to render water, sewer, drainage and refuse disposal services on an area or wholesale basis, including powers now granted to a variety of special districts. Also authority should be provided for the orderly and equitable dissolution of these districts and for their absorption by the counties.

Further recommendations were designed to provide counties with adequate powers to finance the construction, operation and maintenance of facilities required to provide the aforementioned services. It was advocated that ultimately the county article of the Illinois constitution

should be rewritten "to recognize the new role that counties must serve in meeting problems of governmental services in metropolitan areas."

The commission recommended "that the General Assembly recognize that there is a statewide public purpose to be served in the field of drainage and flood control" and proposed a legislative program to meet responsibilities in this field.

With respect to water supply in the northeastern Illinois area, the commission saw Chicago as the logical water supply agency and recommended, "That an opportunity to supply water on a wholesale basis in the area . . . be given the city of Chicago."

A key recommendation with respect to garbage and waste disposal proposed revision of municipal powers to permit joint provision of this service by two or more cities or villages regardless of size.

It was proposed that the life of the Northeastern Illinois Metropolitan Area Local Governmental Services Commission be extended for two years to explore additional problems of the area pending creation of the permanent metropolitan planning agency which would not begin to function until 1959.

W.N.C.

### ***Study Made of San Francisco Bay Area***

*Growth of the San Francisco Bay Area Urban Core*, by Marybeth Branaman (Berkeley, University of California, Bureau of Business and Economic Research, 1956, 63 pages) aims, in the words of the Introduction, "to describe changes in the urban core of the San Francisco Bay area, to provide tentative observations on the factors contributing to change and growth, and to give preliminary consideration to the general trends which appear likely to shape further growth and development of this metropolitan area."

The study describes land use patterns of San Francisco and the urban East Bay

area at certain historical points which effectively give a picture of changes and growth over the course of years.

From this description flows an analysis of factors of recurring importance in forming urban patterns. Geography, transportation facilities, technological factors, government and private investment decisions are presented as having been influential in development of contemporary land use patterns in the Bay area. The relationships among these factors are shown as well as the resulting urban growth trends.

Outstanding among the changes are the spreading of population and the decentralization of all major segments of land use. "The changes which are taking place are not the result of influences stemming from a single city or county but represent the interplay of forces over a much wider metropolitan area throughout which there has been a shifting in functions and land use which has created a new metropolitan form. . . . It seems certain that the decentralization of the urban area will continue with further shifts in functions and changes in inter-areal relationships. More and more functions formerly assigned to the central core will be transferred to the growing peripheral nuclei, and the relative importance of the central area will diminish. . . .

"In view of the observations that the central urban area is experiencing a relative decline and that the metropolitan form will continue, it would appear that remedial and preventive measures are called for in order (1) to preserve and redevelop the inner area and (2) to guard against undesirable urban patterns in the new areas."

### ***Southern Urbanization Research Programmed***

The University of North Carolina is undertaking a stepped-up program of research and training relating to urbaniza-

tion and metropolitan development in the south under a half-million-dollar grant from the Ford Foundation.

The grant will extend over a period of five years, and will enable the university to supplement work already under way on three major related programs. The first is basic research on governmental, economic and social problems resulting from current rapid urbanization. This research effort will center around five major groups of studies: (1) Urbanization trends in the south and how southern cities are likely to share in national trends of urban growth; (2) economic forces and industrial development trends underlying these urbanization trends; (3) public policies and the way they affect urban growth; (4) city and regional planning approaches for minimizing haphazard and uneconomic growth and development; and (5) community organization and civic leadership in urban development.

The second program is designed to encourage cooperative urban research studies among the colleges and universities of the south. The third program will provide intensive training and education on problems of urbanization for local leaders in southern metropolitan communities.

The research team is made up of members of the Institute for Research in Social Science and the Institute of Government of the university. Participating are faculty members from the following subject matter areas: political science and public administration, city and regional planning, law, sociology, economics, anthropology, psychology and social work. The Institute of Government will coordinate and administer the training program.

A group of North Carolina cities, known as the Piedmont Industrial Crescent, has been selected to serve as a laboratory area. Tied together by a backbone of railroad and highway sys-

tems, this cluster of medium-sized cities extends from Raleigh on the east through Durham, Burlington, Greensboro, Winston-Salem, High Point, Salisbury, on down to Charlotte and southwest to Greenville, South Carolina, and it may represent a new form of metropolitanism developing in North Carolina and in other parts of the south.

## Two States Report on Budget Operations

Reports on budget administration in Maryland and Oklahoma have been published in *Oklahoma State Budget Procedures and Practices*, by Leslie Allen, (Norman, University of Oklahoma, Bureau of Government Research, 1957, 78 pages) and *State Budget Administration in Maryland*, by George A. Bell (College Park, University of Maryland, Bureau of Governmental Research, 1957, 109 pages).

Both are concerned with budget agency organization, budget formulation and adoption, with budget management execution and with auditing in their particular states.

Budget operations in the two states differ in several significant respects. Maryland's budget, heir of longer tradition as an effective tool of the executive, involves more deliberate procedures, and organization staffing of the function is more systematic and complete. In matters of capital outlay, Maryland's central planning agency, the State Planning Commission, "weighs construction needs of the various agencies so that the legislature can be presented with a plan against which to test the myriad requests for additional funds." Oklahoma, like almost every other state, has no such agency to help.

In 1952 Maryland began using a program budget which, it is claimed, is as comprehensive as any of its type in state government. While state agencies in Oklahoma must submit brief statements

of work done and services rendered, the state budget is formulated on an organization unit and object basis.

While both states are afflicted with the common plague of special funds, in Maryland all such funds as well as federal aid are included in the budget and are appropriated by the legislature annually. Oklahoma practice leaves out special fund moneys and federal grants, resulting in a budget document which in the fiscal year 1956-1957 accounted for only about 25 per cent of the total state expenditures.

## Rural-Urban Legislative Conflict Studied

In *City versus Farm? Urban-Rural Conflict in the Alabama Legislature* (University, University of Alabama, Bureau of Public Administration, 1957, 62 pages), Murray Clark Havens is fundamentally concerned with analyzing differences in 1955 and 1956 roll call voting patterns of urban and rural members of the lower house of the Alabama legislature.

In what is basically a statistical study, the Chi-square test is used to determine the extent of significant conflict between legislators representing urban and rural regions of the state. The House of Representatives was also divided geographically (north, central and southern) and politically (pro-Folsom, anti-Folsom), so that voting patterns could be compared with the urban-rural conflict.

The most consistently significant conflict between urban and rural legislators understandably developed on the question of legislative reapportionment. Next most apparent was the cleavage on measures to strengthen the laws relative to professional licensing, with the rural legislators interested in the easier standards.

The roll calls on agricultural measures showed less disagreement than might have been anticipated, partly because of

the limited number of measures coming to a vote. Mr. Havens added that "during the 1955 and 1956 sessions of the legislature no one seriously intended to upset the agricultural apple-cart."

Little difference in urban-rural voting behavior appeared in the roll calls affecting municipal government, public health and welfare and, with two exceptions, education. Although some conflict was shown on measures involving fishing licenses and taxation of trading stamps, tobacco and alcohol, votes on taxation of gas and oil interests, financial institutions and insurance premiums did not reveal differences in voting behavior. Cleavage was sharp on a measure proposing an important increase of funds for agriculture purposes and on a bill which would centralize state purchasing which would have the effect of reducing the amount of materials furnished by small-scale small town suppliers.

Roll calls involving Alabama's "right-to-work" law, a proposed turnpike authority and race relations revealed significantly different voting behavior among the rural and urban groups.

To place the subject in perspective the author notes that conflict between urban and rural groups failed to develop on a majority of the roll calls during the period under study, and that it is unlikely that urban-rural conflict will become the Alabama legislature's dominant characteristic. As long as a strong governor occupies the executive mansion, he believes that role will continue to be played by the division into administration and anti-administration groupings.

### ***With Tax Research Agencies***

The Tax Survey Commission of Atlantic City in a May 1957 report analyzes and commends that city's pay-as-you-go policy of two decades which will result in an end to bonded indebtedness in another ten years. This program has been financed from luxury taxes which

have provided revenues of over a million dollars a year.

The Newark (New Jersey) Bureau of Municipal Research celebrates its quarter century of service to the city in a report *Twenty-Five Years of Governmental Research in Newark, 1932-1957*.

The Oklahoma Public Expenditures Council has published a series of seventeen bulletins, *Chug Holes and Loop Holes*, reporting on the whimsical administration of road funds by county commissioners in the "Sooner State." Among its findings: "A number of legislators sell supplies to county commissioners—the bulk of which are paid for with funds provided by the legislature; there is no competitive bid law for county commissioners . . . ; many counties undertake to build and maintain roads and bridges without consulting an engineer; . . . county commissioners syphon \$227,200 a year from highway funds for so-called travel expenses—with no obligation to travel or account; commissioners are paying a tax-exempt 6 per cent interest rate on debts in the form of machinery lease-rental contracts."

### ***New Center Opened***

Dedication of the \$225,000 Fels Center climaxed the June 12-14 conference of the Institute of Local and State Government at the University of Pennsylvania. The major address by Under Secretary John A. Perkins, of the U. S. Department of Health, Education and Welfare, was titled "Higher Education and Training for Administrative Careers." It was followed by a final panel discussion on the same general theme. Chairman was George A. Graham of the Ford Foundation.

The conference was held as part of a year-long study by the institute and co-operating groups of the education and training of administrative officers for local and state government across the nation.

# Books in Review

## *Leadership*

**LEADERSHIP AND PARTICIPATION IN URBAN POLITICAL AFFAIRS.** By Ralph H. Smuckler and George M. Belknap. East Lansing, Michigan State University, Government Research Bureau, 1956. 34 pp.

**DIXIE CITY: A PORTRAIT OF POLITICAL LEADERSHIP.** By Robert T. Daland. University, University of Alabama, Bureau of Public Administration, 1956. vii, 38 pp.

In their attempts to convert the term "political leadership" from a will-o-the-wisp into a more researchable, quantifiable concept, the authors of these two monographs have illustrated the opportunities and limitations involved in local community political analysis.

Smuckler and Belknap, engaged in a long-range community analysis conducted by the Government Research Bureau of Michigan State University, believe that a full understanding of community politics depends on identification and characterization of informal community leaders who stand behind the formal officeholders and who influence community action. They report on a pilot study conducted in a middle-sized community in central Michigan. In the belief that the perceptions of the people offer clues to the meaning of leadership and the identification of leaders, they have analyzed public opinion in the Michigan community. The result is a concept of leadership which is related to participation.

People who are active in the community—having more formal education than inactives, reading more widely, talking politics with a larger circle of people and more frequently occupying professional positions—tended to cite leaders who were less publicized in the community. Inactives, on the other hand, tended to identify the formal leaders in the commu-

nity, such as public officials, well known business executives and others in high status positions. Participation was again found relevant in the identification of state and national leaders. Persons who were inactive in state and national affairs tended to cite the more well known formal leaders, such as the state legislator, congressman or head of the local chamber of commerce.

Smuckler and Belknap did not find leadership to be a mantle wrapped around the shoulders of a few influential members of the community. Rather, they tentatively offer a more complex view. At the top of the leadership pyramid were a few core leaders who remained relatively constant, regardless of the type of community problem involved. Below them was a second level of plural leadership which varied in composition according to the nature of the community problem considered. At the bottom were the inactives.

The Daland study, less theoretically oriented, was undertaken in response to the Bureau of Public Administration's interest in the pattern of political leadership in small and middle-sized cities of the south. The site was a rapidly growing middle-sized municipality in the forestry and agricultural region of Alabama, outside the "black belt." Unlike the Michigan study, Daland's focus was on the formal aspect of community leadership, on the characteristics of those who, over several years, competed for election to the three-man city commission. He also sought to identify the determinants of political success. Sources of his data were interviews with city commissioners and aspirants to office, secondary informants, newspaper accounts, election statistics and census data.

According to Daland, an opportunity to run for a seat in the commission was limited, in effect, to men who possessed the "right" qualifications: birth in Ala-

bama or the south, membership in the white race, an approximate age of 45, more formal education than members of the community, occupation in law, real estate or insurance, ownership of property, long residence in the oldest part of the city and membership in one of the three Protestant churches, preferably Presbyterian.

Daland was less systematic in his examination of the determinants of political success. Possession of the necessary personal leadership qualifications, motivation, organized factional support and skill in campaign strategy were listed as the requisites. He did not establish any causal relationship between these factors and political success, however.

Smuckler and Belknap, from the point of view of the individual's image, and Daland, from the direction of the electoral process, have offered some suggestive clues to the mystery of political leadership and have raised some fruitful questions for further exploration. Perhaps it is only through the more systematic and continuing research programs like the Michigan study, however, that comparable data can be collected and a meaningful theory of community politics developed.

SIDNEY BALDWIN

New York University

### ***Cost of Municipal Services***

MUNICIPAL COSTS AND REVENUES RESULTING FROM COMMUNITY GROWTH. By Walter Isard and Robert E. Coughlin. Wellesley, Massachusetts, Chandler-Davis Publishing Company, 1957. 111 pp. \$5.00.

For a citizen organization, an interested individual or a public official who wants to chart the estimated costs of municipal services for one, five or ten years in the future, this book provides valuable know-how. Such know-how is much in demand since many local governments, particularly those on the

periphery of central cities, have been caught in a chaotic web of problems which are concomitant with rapid growth. They have been forced to provide new or enlarged services of almost every description and, too frequently, the courses of government action have been determined on the basis of inadequate data. Material contained in this book will be of great assistance to municipalities which soon must make decisions relating to their physical development and adopt plans for financial structures reasonable and consistent with economic and social requirements of their residents.

The development of relevant unit costs and revenue estimates for each of the activities of any community by means of "building blocks" are proposed by the authors, who show in detail how such units may be constructed. From these units, the forecasts of future requirements can be assembled, fashioned to the special situation of each community.

The second section of the book consists of detailed demonstrations of the ways in which forecasts can be made through the setting up and analyzing of certain community growth situations which are common to many local governments.

There is no easy and simple way to develop useful forecasts of local government service needs and the means for financing them. The method which Isard and Coughlin have developed, however, is one which the average, well informed individual, who has access to the requisite basic information, can master with minimum difficulty. The forecasts could well point the way for orderly municipal growth to the advantage of all segments of the community.

This book, based upon research conducted at the Section of Urban and Regional Studies of the Massachusetts Institute of Technology, was released jointly by the Federal Reserve Bank of Boston and the American Institute of Planners.

T.R.W.



### **Pay Allowances**

REPORT OF THE MAYOR'S SPECIAL COMMITTEE ON TIME AND PAY ALLOWANCES FOR UNION ACTIVITIES. New York City, Office of the Mayor, Division of Administration, February 1957. 8 pp.

Compares private corporation practice with the city's, following a disclosure that certain fire department employees on full pay gave full time to union business.

### **City Charters**

PHILIPPINE CITY CHARTERS, with a Suggested Uniform Charter Law. By Roy H. Owsley and Associates. Manila, University of the Philippines, Institute of Public Administration, 1956. 176 pp.

City charters in the Philippines have been individually granted by the legislature in the course of many years and include a great variety of structures and texts.

Roy H. Owsley, in this pamphlet, discusses the situation and offers a suggested uniform city charter law on the mayor and council plan in line with the *Model City Charter* of the National Municipal League which was abandoned by the League in 1915 in favor of the council-manager plan structure. He adds a city administrator position under the mayor as an option and cites the recent cases of the appearance of such an officer in a number of American cities.

In a footnote a comment is made, "It seems almost inevitable that in time the city manager plan will be extended to the Philippines." The reasons given for not preferring it or including it as an option are doubt that Congress would pass it or that the citizens of the cities are ready for a referendum debate on such an issue whereas they are used to elective mayors.

R.S.C.

### **Idle Funds**

INVESTMENT OF IDLE STATE FUNDS. Baton Rouge, Public Affairs Research

Council of Louisiana, November 1956. 39 pp. 25 cents.

Investment of idle funds is one of the tools of sound management which no governmental unit can afford to overlook. It presents a source of additional revenue without increased taxation through the use of funds which otherwise would be temporarily unproductive.

Forty states already have adopted idle fund investment in some form. States which do not now permit such financial procedure might well consider legislation as recommended by the *Model Investment of State Funds Law*, available from the National Municipal League. The PAR study points out that Louisiana has idle operating funds which could add over a million dollars a year to state revenues if they were invested. The recommended action is obvious.

T.R.W.

## **Additional Books and Pamphlets**

### **Annexation**

ANNEXATION POLICY RECOMMENDATIONS BY PLANNING BOARD. DENVER'S NEW POLICY ON FRINGE AREAS AND ANNEXATION: A Brief Report on Ordinance 448 of 1956 and Planning Board Bulletin A-8. Denver, Colorado, Denver Planning Office, 1956 and 1957. 25 and 6 pp. respectively.

KINGSPORT AND ANNEXATION. By Roy S. Nicks, Edward S. Overman and Simon Perry. Knoxville, University of Tennessee, Bureau of Public Administration, and the Municipal Technical Advisory Service, Division of University Extension, November 1956. 163 pp. Map.

### **Assessments**

INSTITUTE FOR ASSESSING OFFICERS 1956. New Brunswick, New Jersey, Rutgers University, Bureau of Government Research, 1957. viii, 108 pp.

### **Budgets**

THE NEW YORK CITY BUDGET AND FISCAL POLICY. Statement of Harold

Reigelman, Counsel, on the Proposed 1957-58 Expense Budget. New York 17, Citizens Budget Commission, 1957. 20 pp.

### **Charter Making**

PRINCIPLES AND PROBLEMS OF CHARTER MAKING. Revised. Minneapolis, Municipal Reference Bureau and League of Minnesota Municipalities, 1957. 17 pp. (Apply Room 15, University of Minnesota Library, Minneapolis.)

### **Debt**

DEBT: Public and Private. Report of the Committee on Economic Policy. Washington 6, D. C., Chamber of Commerce of the United States, 1957. 54 pp. \$1.00.

THE EFFECT OF RECENT DECISIONS OF THE UNITED STATES SUPREME COURT UPON STATE AND MUNICIPAL BONDS. An Address Before the Municipal Forum of New York. By David M. Wood. New York, The Forum, 1957. 11 pp. (Apply E. A. Mintkeski, The Port of New York Authority, New York 11.)

A MANUAL ON MUNICIPAL BONDS. By Winthrop S. Curvin. New York 5, Smith, Barney & Co., Municipal Department, 1956. 64 pp. \$3.50.

### **Economics**

CONNECTICUT A DYNAMIC ECONOMY. An Economic Survey of Post-War Connecticut 1947-1955. Hartford, Connecticut Development Commission, 1956. 39 pp. Charts.

ECONOMIC DEVELOPMENT ASSISTANCE. A Long-Term Policy for Assisting Economic Growth and Encouraging Independence in the Underdeveloped Nations of the Free World. A Statement on National Policy by the Research and Policy Committee. New York 22, Committee for Economic Development, 1957. 43 pp.

INDIANA'S ECONOMIC RESOURCES AND POTENTIAL. Prepared for the Honorable George N. Craig. Sections I to XIV; INTRODUCTION AND INDEX, by Schuyler F. Otteson; GENERAL ECONOMIC TRENDS, by Robert C. Turner; TRANSPORTATION,

by L. L. Waters and Charles Thomas Moore; MATERIAL RESOURCE BASE, by Charles H. Spencer; MANUFACTURING, by Leon E. Hay; AGRICULTURE, by Wallace O. Yoder and Jean C. Halterman; POPULATION AND THE WORK FORCE, by Wallace O. Yoder and Ralph D. Swick; LABOR RELATIONS, by Fred Witney and William G. Scott; RETAIL, WHOLESALE AND SERVICE TRADES, by Taylor W. Meloon, Albert Haring, Fred W. Kniffin and Charles G. Foster; FINANCIAL INSTITUTIONS, by H. C. Sauvain and Norman O. Miller; GOVERNMENT, by E. B. McPherson; PUBLIC FINANCE, by William H. Andrews, Jr.; RECREATION, by Garrett G. Eppley; EDUCATION, by Elvin S. Eyster and Benjamin F. Thomas. Bloomington, Indiana University, School of Business, Bureau of Business Research, 1955. Variousy pagged.

### **Education**

HIGHER EDUCATION. Report to the Colorado General Assembly. Denver, Colorado Legislative Council, December 1956. 103 pp.

SCHOOLS FOR TOMORROW: AN EDUCATOR'S BLUEPRINT. By Alexander J. Stoddard. New York, The Fund for the Advancement of Education, 1957. 62 pp.

STATE ADOPTION AND PRINTING OF ELEMENTARY SCHOOL TEXTBOOKS IN CALIFORNIA. By Constance A. Freydig. Berkeley, University of California, Bureau of Public Administration, 1957. 52 pp. \$1.75.

TRENDS IN SIGNIFICANT FACTS ON SCHOOL FINANCE, 1929-30-1953-54. By Clayton D. Hutchins, Albert R. Munse and Edna D. Booher. Washington, D. C., U. S. Department of Health, Education and Welfare, Office of Education, 1957. 84 pp. 60 cents. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

### **Elections and Voting**

ELECTION MANUAL. Compiled by Walter C. Peterson. Los Angeles, Of-

fice of the City Clerk, Election Division, 1957. Variouslly pagcd.

#### **Government Text Books**

AMERICAN DEMOCRACY IN THEORY AND PRACTICE. Essentials of National, State and Local Government (revised). By Robert K. Carr, Marver H. Bernstein, Donald H. Morrison and Joseph E. McLean. New York, Rinehart & Company, 1957. xxviii, 737 pp. \$6.50.

INTRODUCTION TO POLITICAL SCIENCE. By Carlton Clymer Rodee, Totton James Anderson and Carl Quimby Christol. New York City, McGraw-Hill Book Company, 1957. xiii, 655 pp. \$6.00.

#### **Handbooks**

HANDBOOK FOR WASHINGTON THIRD CLASS CITIES. By Robert Yee. Seattle, University of Washington, Bureau of Governmental Research and Service and The Association of Washington Cities, 1956. 162 pp. \$2.00. (Apply University of Washington Press, Seattle 5.)

#### **Housing**

CODE ENFORCEMENT IN 53 NEW YORK COMMUNITIES. New York City, New York State Division of Housing, Bureau of Community Development, 1957. 32 pp.

#### **Industrial Sites**

PROTECTING FUTURE INDUSTRIAL SITES. Industrial Council Studies Growth Problems in Alameda County, California. Washington 6, D. C., Urban Land Institute, *Urban Land*, April 1957. 3 pp. \$1.00.

#### **Labor Force**

POPULATION AND THE LABOR FORCE. By Fred Durr. Lawrence, University of Kansas, School of Business, Bureau of Business Research, 1957. 102 pp.

#### **Land Owners**

A STUDY OF LARGE LAND OWNERS IN HAWAII. By Clinton T. Tanimura and Robert M. Kamins. Honolulu 14, University of Hawaii, Legislative Reference Bureau, 1957. 32 pp.

#### **Metropolitan Areas**

METROPOLITAN TORONTO 1957. Toronto, Canada, Metropolitan Council, 1957. 32 pp.

#### **Mineral Rights**

MINERAL RIGHTS AND MINING LAWS. By Kenneth K. Lau. Honolulu 14, University of Hawaii, Legislative Reference Bureau, 1957. 55 pp.

#### **Monopolies**

POLITICAL THEORIES OF MONOPOLY POWERS. By Earl Latham. College Park, University of Maryland, College of Business and Public Administration, Bureau of Governmental Research, 1957. 18 pp. 75 cents.

#### **Organizations**

OBJECTIVES AND ACTIVITIES OF SPECIAL-INTEREST ORGANIZATIONS IN KENTUCKY. By Ward W. Bauder. Lexington, University of Kentucky, Agricultural Experiment Station, 1956. 43 pp.

#### **Public Administration**

COMPARATIVE PUBLIC ADMINISTRATION. A Selective Annotated Bibliography. By Jane Weidlund, Sybil L. Stokes and Ferrel Heady. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1957. 85 pp. \$2.00.

#### **Public Health**

A STUDY OF THE MINNESOTA HEALTH DEPARTMENT. St. Paul, Minnesota Legislative Research Committee, December 1956. 71 pp.

#### **Public Relations**

THE CITY EMPLOYEE AND THE CITIZEN. Springfield, Missouri, City Manager's Office, 1957. 14 pp.

THE ROLE OF THE FINANCE OFFICER IN PUBLIC RELATIONS. By Lynn F. Anderson. Chicago 37, Municipal Finance Officers Association of the United States and Canada, May 16, 1957. 6 pp. 50 cents.

#### **State Government**

THIS IS NEW JERSEY. A Bibliography. Compiled by Doris M. Perry. Trenton,

New Jersey, State Teachers College, The Library, 1957. 16 pp.

### ***Taxation and Finance***

ADMINISTRATIVE CYCLE OF THE ILLINOIS PROPERTY TAX. Urbana, University of Illinois, Institute of Government and Public Affairs and Department of Agricultural Economics, *Local Government Notes*, February 27, 1957. 5 pp.

ALLOCATING THE FEDERAL TAX BURDEN AMONG THE STATES. New York 20, Tax Foundation, 1957. 20 pp.

ARE HIGH SURTAX RATES WORTHWHILE? New York 20, Tax Foundation, 1957. 40 pp.

PERTINENT FINANCIAL DATA CITY OF BALTIMORE. As at January 1, 1957. Baltimore 2, Commission on Governmental Efficiency and Economy, 16 pp.

STATE TAX LEGISLATION IN 1955 AND 1956. Princeton, New Jersey, Tax Institute, *Tax Policy*, September-October 1956. 24 pp. 50 cents.

A TWO-YEAR ANALYSIS OF MINNESOTA'S STATE FISCAL OPERATIONS. Minneapolis 16, Minnesota Taxpayers Association, March 1957. 7 pp.

THE UNPOPULAR PERSONAL PROPERTY TAX. Princeton, New Jersey, Tax Institute, *Tax Policy*, January 1957. 8 pp. 25 cents.

### ***Urban Redevelopment***

AN OUTLINE FOR URBAN RENEWAL. By Philip W. Kniskern. Washington 6, D. C., Urban Land Institute, *Urban Land*, May 1957. 4 pp. \$1.00.

## **TAXATION AND FINANCE**

(Continued from page 371)

### ***State Revenues Increase; Requirements Increase More***

Although state revenues have increased sharply in the last two years, expanded state services will mean even more state revenues will be needed, according to the Federation of Tax Administrators. The federation based its observations on an

examination of budget documents submitted to the 42 legislatures which convened in January. Reflecting the increased needs, budget messages by governors of a third of the states called for increases of some proportion in general fund revenues.

Many states began the year with higher surpluses than they had two years ago, primarily because their revenue estimates were made during a temporary business lag which ended quickly with a business improvement. Increasing school and university requirements, greater need for state institutional care, salary raises for state employees, expanding highway use and the new construction under the federal highway program will more than use up the surpluses in most states.

### ***Voters in Chicago Area Approve Bond Issues***

A light turnout of Chicago area voters approved a list of 23 city of Chicago and Cook County bond issues totaling \$207.7 million in an election held June 3. The largest single item on the ballot was a \$50 million Chicago Board of Education bond offering proposal; a spokesman for the board said the securities would probably be offered some time next year. Also passed were proposals for thirteen issues of city of Chicago bonds amounting to \$113 million. Proceeds from the sale of these obligations are to finance improvements in airports, bridges, street lighting, land clearance, and sewage and refuse disposal facilities.

A Chicago finance official was quoted as saying that it will be possibly two or three years before marketing the entire list is completed, although the city council may act within the next few weeks to levy taxes as security for the bonds. Voters also approved propositions calling for the sale of six Cook County issues totaling \$29.7 million and three Chicago Park District bond issues in the amount of \$15 million.

# Dodds Retires for New Activities

When Harold W. Dodds retired in June after 24 years as president of Princeton University, it was to embark at once on projects that will take him to far off Australia and then keep him busy for some time to come.

Dr. Dodds, who reached the compulsory retirement age of 68, planned to leave the end of June for six months of consultant service to Australian universities.



Harold W. Dodds

Upon his return to the United States about the end of the year, Dr. Dodds will direct a study of college and university presidencies in the United States under terms of a grant by the Carnegie Foundation for the Advancement of Teaching to the Institute for College and University Administrators in Boston. The study is expected to take two years to complete.

Dr. Dodds was secretary of the National Municipal League from 1920 to 1928 and served also during those years and until 1933, the year of his appointment as president of Princeton, as editor of the *NATIONAL MUNICIPAL REVIEW*. He was president of the League from 1934 to 1937.

During Dr. Dodds' service as secretary, the League's program of model laws, which had begun with the precursor of the *Model City Charter*, was greatly extended with the publication of the *Model State Constitution*, *Model Election System* and a group of model fiscal laws, and the program became

firmly established as the setter of high standards in government operations.

Writing in the 50th anniversary issue of the *REVIEW* in November 1944, Dr. Dodds commented that "any reviewer of the history of governmental improvement and civic progress during the last 50 years in the United States must assign an important place to the League's models, which give every promise of continuing their function of implementing the ideals of the people with specific and sound guides."

## *Serves as Film Juror*

Troy Westmeyer, League senior associate, served as a juror on the citizenship and government area screenings at the Golden Reel Film Festival of the American Film Assembly in New York.

## *Rhode Island*

*(Continued from page 334)*

ment, fair apportionment of the seats in the legislature, a single-house legislature, a legislative council and a signature system of identification of voters.

Allen H. Seed, Jr., League assistant director, cautioned a meeting of the Rhode Island Home Rule Association, attended by members from twelve cities and towns, to increase their efforts despite opposition by state legislators and unfavorable interpretations by the State Supreme Court.

Mr. Seed observed that the constitutional provision for home rule adopted in 1951 was generally considered "one of the best self-operating provisions" but that subsequent actions had "short-changed" communities attempting to use it.

## Visitors Come from Distant Lands

Staff members of the interior ministries of both Denmark and Israel were among the many visitors to the League office in recent weeks seeking information that might be helpful in solving their problems.



Claude A. Merriman



Takeo Fugita

Jorgen H. Koch, of Denmark, conferred on problems of local government and intergovernmental relations. Matianu Adler, with the Israeli ministry, came to discuss finance.

Other visitors included Takeo Fugita, head of the economics department and senior professor of economics of Rikkio University Graduate School; Gordon L. Gray, of the Educational Television and Radio Center, Ann Arbor; Maxwell S. Stewart, secretary of the Public Affairs Committee;

Also, Claude A. Merriman, mayor of Georgetown, British Guiana; Roy V. Peel, director, Institute of Government, University of Utah; Charles Plotkin, New York Public Housing Authority; Harold Shefelman, Seattle; Arthur Bromage, University of Michigan.

Also, Roger A. Freeman, former assistant to the governor of Washington and recently financial adviser to the Bolivian government, who has been named vice president of the Institute for Social Science Research;

Also, C. E. Rightor, formerly with the United States Bureau of the Budget; Max Rosen, president of the Commission for Municipal Consolidation, and Robert E. Pickup, of the Pennsylvania Economy League, both of Wilkes Barre, Pennsylvania.

### Nominating Committee Appointed by Morgan

A nominating committee of five League members has been appointed by President Cecil Morgan to recommend candidates for officers and Council to be elected at the annual meeting of National Municipal League members November 17, the



Frederick L. Bird

opening day of the 63rd annual National Conference on Government in Cleveland.

Members of the committee are: Frederick L. Bird, chairman; William Collins, John S. Linen, Vernon C. Myers and James M. Osborn.

The committee will make nominations to fill the ten vacancies which occur annually in the governing Council and for expiring terms among other offices.

Dr. Bird has invited suggestions from members.

### Gift Honors Pforzheimer

The Frank O. Prior Foundation, Chicago, recently contributed \$100 to the National Municipal League in memory of the late Carl H. Pforzheimer, who served for 35 years as the League's treasurer.



# Model County Charter

**T**O help citizens, county officials and state legislatures strengthen and modernize county governments, this model relies on the best American experience and on the work of several score distinguished authorities.

It includes provisions for county powers, administrative organization, fiscal procedures, planning and the election process as well as a comprehensive introduction that is a "quick" education in the history, problems and prospects of county government in the United States.

If experts are right in believing that counties, especially those in metropolitan areas, will continue to grow stronger in functions and powers, this volume will be indispensable to civic leaders, officials, educators, libraries and all others concerned with government improvement.

Single copy \$1.50

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**Carl H. Pforzheimer Building**

**47 E. 68th Street, New York 21, N. Y.**

# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955)	.....\$ .20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three	..... 1.00
County Manager Plan, 24 pages (1950)	..... .20
Forms of Municipal Government—How Have They Worked? 20 pages (1955)	..... .25
Facts About the Council-Manager Plan, 8 pages (1956)	..... .05
City Employees and the Manager Plan, 4 pages (1957)	..... .05
Labor Unions and the Council-Manager Plan, 8 pages (1957)	..... .05
P. R. [Proportional Representation], 12 pages (1955)	..... .05
The Citizen Association—How to Organize and Run It, 64 pages (1953)	..... .75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953)	..... .75
(The two pamphlets above may be purchased together for \$1.20)	

## Model Laws

Model Accrual Budget Law, 40 pages (1946)	..... .75
Model Cash Basis Budget Law, 42 pages (1948)	..... .75
Model City Charter, 173 pages (1941)	..... 1.50
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